A CONCEPT OF URBAN PLANNING IN CANADA

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A CONCEPT OF URBAN PLANNING IN CANADA

Including a National Opinion Poll

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By

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INTRODUCTION

What is the predominant theory about Urban Planning in Canada, a country with a democratic government, and influential neighbour, and a mixed cultural heritage? What are the feelings of the men involved, directly or indirectly, in planning, and in shaping the opinions of the public and the professionals of tomorrow? Are their views concurrent with the theoretical approaches favoured? These and similar topics should be understood when dealing with the many urban problems realistically, effectively and successfully. The position of the planner with respect to the structure of the community, the flow of authority and the ethical responsibility toward one's fellow men should be defined.

Equally, however, the men who seek the help of the professional planner (or often omit to do so) must see the relationship between democratic bodies and the technical advice furnished by specialists. They must, while protecting the interests of the citizens who elect them, not give way to the selfish pressure of profiteers; they must possess courage and foresight, lest they confuse eternity with finite notions of time; they must be selfless and subdue the pride of office to the performance of duty. These are the men who officially

initiate all planning activity. Unless they have confidence in the planner and understand the working of the planning process and the whole meaning of Urban Planning, they may not act. If they act without full knowledge they may be disappointed; they may not do justice to their responsibility; they may distrust those who offer help.

Others who are effectively on the outside of the ring of action may ponder these problems philosophically. They may advocate systems, designs, solutions and theories which, although intended for our special conditions, will have to stand the test of use and time. Their views are the imaginative suggestions preventing stagnation of ideas. Our society is marked by ever quickening change. Man's social and physical structures are often overtaken by new development before they have served their useful term.

Many of the problems in planning are not new, however. Early interest in urban problems was evident around the turn of the Century. Montreal's City Improvement League and Toronto's Civic Guild were private groups seeking to foster the planning field. These early groups often still strongly advocated the "city beautiful" ideal, which saw physical order and aesthetic considerations as prime aims. However, a more profound inter-

pretation gained ground quickly, and after the passing of the first Planning Act in Great Britain in 1909, interest spread across the country among select citizens and a number of government officials. The then Governor General of Canada, Earl Grey, observing the poor conditions of urban development, invited the British planner, Henry Vivian, to lecture on planning in Canada.[1] This was in 1910.

In 1912, Canada's first Town Planning Act was passed in New Brunswick, followed by the Nova Scotia Act of 1915. Manitoba had an Act passed in 1916, and in 1921 appointed the first Town Planning Comptroller.[2] In 1916 also, a National Conference of Citizens Improvement Leagues was held in Winnipeg. Even the First World War did not seem to dampen the enthusiasm. The Town Planning Institute of Canada held its first meeting in 1919. Its membership at the time was not restricted to professional planners of whom there were few. Many surveyors, engineers and architects filled the ranks, and interested citizens were admitted as associate members.

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1 Item in the Journal of the Town Planning Institute of Canada (hereafter referred to as the "Journal"), 3:3, June 1924.

2 The author discussed, first hand, with Mr. E.W. Hobbs (first Comptroller of Town Planning, Manitoba), many of the problems of early planning attempts.

To-day, some fifty years later, development has not reached a satisfactory level.

Perhaps overenthusiasm and lack of trained staff were two major reasons for apparent failures of early planning efforts. Most early acts sought to make planning compulsory, such legislation being applicable to cities and towns over a given size. When, because of the lack of widespread interest in small centers, and the lack of qualified technical personnel, most communities did nothing, the provincial bodies could not hope to enforce the provisions of the act. This legislation was therefore neither operative nor respected. Many of the early acts lay dormant. Records show that the first request for action under the Nova Scotia Act was in 1924, fully nine years after it was passed. A similar period elapsed before the Alberta Act was used in 1924.[3] These gulfs between theory and practice are wide. The reasons have been suggested. It did not take long before the shortcomings were understood, at least by the planners. The lack of responsible officers, the concept of the city beautiful and the failure of the early acts, are described in early issues of the Journal.[4]

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3 Items in the "Journal", 3:3, June 1924.

4 Cauchon Noulan, "Canada Behind in Town Planning", the "Journal", 5:2, April 1926, p.4.

In the twenties, some brighter attitudes evolved, and slowly fingers were being pointed in various directions to fix the blame for the lack of success of town planning in Canada. In the quest for understanding the whole process, such terms as the "technique of sociology" (planning) and "political engineering" were coined; these showed that a clearer view was on its way.[5] The combination of ethics, economics and art was seen as the way to secure planning in depth. An editorial in the Journal of June 1930 finishes with this statement: "...the town planner is an integral and necessary part of our community government. He is here to stay for his work continueth greater than his knowing."

Unfortunately, the economic hardships of the thirties and then the Second World War dealt heavy blows to the developing science. In effect, a resurrection was necessary after 1945. The tremendous task of catching up on development and the housing shortage strained the available technical staff. Although bodies, such as the Community Planning Association of Canada, founded in those days for the promotion of interest in planning, made every effort to stimulate the art, there were obvious

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5 Cauchon Noulan, "Zoning and Town Planning Legislation", the "Journal", 6:5, Oct.1927, p.11.

physical limitations. The chance to start at the proper time was thus partly missed. Planning remained a secondary consideration in all but the largest cities. If there is a lesson in the early development, it may be that the process was misunderstood. The ideals were there, the technicall skill to execute physical development may have been there, but the workings of democracy and the all-inclusive purpose were overlooked. To admit that one cannot impose anything on an unwilling public may well be the first step toward successful planning.

CHAPTER I

THE PLANNING PROCESS

to go between p6 and 8

PLANNING

In treating any of the phases of a very broad subject, it is necessary to define carefully each term used; in this way, the amplitude of interpretation can be reduced sufficiently for the reader to follow the lines of argument in tune with the writer. A discussion founded on vague terms cannot result in a better understanding or lead to a useful conclusion; it will therefore be helpful to examine the implications of the word "planning", first in general, and then in the particular sense in which they apply to this thesis and to Urban Planning.

Most definitions break the term, Planning, down into three distinct steps. These are: the establishing of goals or policies, the making of plans, and finally, the formulation of procedures for implementing these plans. Any one of these steps by itself does not constitute planning, being but a part of the whole action. When speaking of planning these three phases are understood. But each step in planning has certain goals, rules and measures for implementation. More in this connection will appear under "Urban Planning" below.

The establishing of goals implies the recognition of certain ends which are to be attained. These will be

based on the needs and philosophies prevailing with respect to the field of action. A certain order of importance will be established, priorities agreed upon and policies evolved. Logically the next step must be a plan, a statement relating the present with the desired future condition, by indicating what might be done to transform existing patterns, to create new entities or otherwise effect the desired ends. Those proposing these measures should understand the goals and have sufficient knowledge to be in a position to offer appropriate as well as imaginative solutions.

The next step requires that a realistic and practical execution must be recommended. Although a plan need not be limited by the means currently available, there must nevertheless exist a link with the probable or the possible. There exist designs or plans which entirely overlook this contention, but these have as their end not the actual implementation of their recommendations or designs, but serve rather as proposals or ideas, calculated to fire the imagination by suggesting future possibilities. Such "plans" appear in all fields of endeavour from time to time and the field of Urban Planning has many such Utopian concepts. It is clear, therefore, that these have a value, but discussion will be limited to planning which has a reasonable chance of being put into operation.

The word "planning" may also be considered in a wider context by implication. In the previous paragraphs a brief outline on how planning can be performed was given. It may be of value to ask why one should plan. When posing this question the general field of administration is entered.[1]

There is an element of planning in almost every rational action, from the most insignificant personal decision, through to the steps taken by company executives, and, of course, most important of all, in the national and international governmental institutions. Planning thus can be accepted as an integral part of administration and government. It is, in fact, one of the chief functions of the administrative chain, others being organizing, directing, staffing, coordinating and budgeting.[2] That these elements are closely related to the planning activity, when speaking of Urban Planning, will be shown in subsequent paragraphs.

To clarify the classification of planning, an understanding of different types and kinds of planning is essential. If administrative planning is considered to be a kind of planning, which indeed it is as it concerns it-

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1 Gulick, Luther, "Notes on the Theory of Organization", in Papers on the Science of Administration, edited by L. Gulick and L. Urwick, New York Institute of Public Administration, Columbia University, 1937, pp.5-47.

2 Ibid., p.13.

self mainly with the means of reaching desired ends, and if policy planning be considered another kind of planning, being concerned mainly with the establishing of objectives, then Urban Planning which embraces these two along with many other kinds of planning, can be considered a type of planning.

URBAN PLANNING

Fundamentally the three steps of planning can be applied to Urban Planning. This will not impede the expansion of the terms to include the many interrelated activities which are comprised herein. It will be noted, however, that these will at all times group themselves identifiably into their respective classifications. In this manner Urban Planning can be discussed generally, while making reference to the establishing of goals, the preparation of the plan and the preparation of a formula for implementation.

Establishing Goals: Since the outward manifestation of this type of planning is most often a physical form, the physical aspect was the first to be dealt with historically, and it is still the one most easily comprehensible to the general public. But the great importance of, and preoccupation with, economical solutions to

municipal problems, also makes the direction and coordination of municipal departmental activity an obvious planning target. Planning should be easily promoted in these areas since the activities of most departments result in physical creations (water lines, streets, parks) underlining the preoccupation with these ends.[3]

The public is still most conscious of the tangible aspects of the community and may be introduced to planning on this sure ground. In order to set the goals it is necessary to have an idea of the kind of community that is desired. The object of planning in this sense can be said to be:

> "the conscious achievement of the best possible surroundings for carrying out the various activities of living of the individuals who make up the community."[4]

This concise statement suggests physical as well as administrative aspects of the planning goals. It seems clear also that the individuals for whom the planning will be a service, should necessarily have a word in the proceedings. General public agreement on what is wanted cannot be overemphasized. Hand in hand with such an

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3 In fact, civic officials are most interested to initiate planning in the interest of economy.

4 Carrothers G.A., Planning in Manitoba, Mimeographed report, University of Manitoba, Faculty of Architecture, 1953, p.28.

observation goes the final responsibility for all policy which belongs undeniably to the elected officials. This concept is advanced by most authorities on public administration.[5]

The planner may "help the taxpayer express certain latent or subconscious wishes."[6] At the same time he may not take the place of the citizen, for by his very training he may be very differently disposed to certain problems: an outlook which may or may not be favourable. In any case planning should be submitted to the critical appraisal of the public, if for no other reason than to guard against seeming despotism or high handed activity, of which planners are often accused. Moreover the public can and does contribute constructively. The familiarity with local conditions is one of many assets here.

During the formulation of objectives, the public, whether through the form of actual public meetings, or through an appointed board or a commission, or through their elected representatives, will be of immeasurable assistance to the professional planner. Not only will this assure a dynamic and acceptable solution, but it

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5 Walker R.A., The Planning Function in Urban Government, University of Chicago Press, 1950, p.p. 166-184

6 LaHaye J.C., "An Approach to a Proposal on Planning Education," Plan Canada, 2:1, May 1961, p.29.

will be one that the community will accept as something of personal creation, not a scheme, as good as it may be, handed down by strange experts. The first step in this direction has yet to be taken in some Canadian communities, who must decide to form some basic public relations body such as a planning commission.[7] Thus, once a community realizes the need for formal control, it can begin to seek the ways to establish objectives.

Naturally, the first concerns will be of general nature: perhaps spelling out broad outlines such as environmental conditions conducive to health and welfare, economic use of the community resources, and perhaps an awareness of conservation of existing aesthetic qualities, before they succumb to exploitation, would make a good start. The resolution to begin a plan is often based on such all embracing ideals.

Preparing Plans: The flow of the Planning Process continues and enters a different valley. The spring has given birth to a brook and it has gathered water from many sources in the hills, becoming a river of some poten-

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7 Only about one third of the municipalities in Manitoba have started to plan, including, as one might expect, the larger cities and towns. (Source: Provincial Planning Office).

tial. The purity of this water should be conserved and its course may need guidance to make use of its potential energy.

The community has gone as far as it can. It now needs guidance of a professional nature. The making of plans itself is the work of specialists, technicians and artists, who will carefully mold the desires expressed earlier into a meaningful pattern. To do this a procedure similar to the one outlined above will be followed. There will again be certain steps taken in succession, as here again, priorities and values must be respected, if the final conclusions drawn are to be representative of the community.

This procedure will consist of an inventory of the relevant aspects with respect to the established goals, followed by an analysis based on the results of the inventory and other outside factors, of empirical nature, that may be considered important. From this analysis certain predictions are possible, relating to the probable, the possible and the aimed-for future conditions. Finally and perhaps most important, a good plan will consider the means available for execution of the designs and recommendations, both legal and financial.

The inventory known also as the survey is the foundation upon which many decisions will be based.

The judgement necessary for the correct depth sounding is, at least in larger centers, one to be exercised by experts in the respective fields. Since this should include the physical, social, economic, financial and legal conditions, there are at least as many experts required to collect such data correctly. As suggested, the complexity of these areas of investigation will decrease with the population of a community, so that these subjects can, under certain circumstances, be combined.

A generous supply of even the most indicative data will, however, not point clearly to any one solution or trend. Therefore the analysis of collected material, to the same degree of accuracy and expertise as suggested above, will be essential. In many cases "planning" activity has ended at this stage, leaving in the hands of the elected officials voluminous reports and statistics, which have been of little or no assistance.[8] The professional and technical assistance must go much further.

The conclusion of the analytical stage leads into the area of prediction. This is perhaps an unfortunate term as it implies some sort of vision on the part of the planner. However if understood in realistic terms, three possibilities can be discerned. First there is the predic-

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8 Walker, op.cit., pp.106-129.

tion as to what will happen under prevailing conditions, without any changes, in the light of the facts unearthed in the survey. This can be termed a projection: for example, as in the case of population, physical deterioration or suburban growth. Second is a consideration of the inherent possibilities that can be discovered upon careful study, and the application of some imagination, helping the community to break through established barriers that may lead nowhere. Here the hidden ideals of the population can be awakened and inspired by daring proposals, some of which may even go beyond immediate reality, as was suggested above. Third comes the return to the actual goals that have been set, and the relative relation between these and the proposals. The question of how to implement must be asked here and receive adequate attention.

These stages of prediction, evolving out of the analysis, are again distributed over a range of special fields of knowledge. The sociologist and economist might best be able to foresee what would result from unguided development; the architect, engineer, landscape architect and sociologist may be able to project imaginative proposals of community development; and finally, the lawyer, political scientist and sociologist will perhaps serve to

keep things within the realm of reality, both with respect to the desired ends, and with respect to attaining those ends.

Implementing the Plans: Planning is increasingly employed to shape land uses to serve social ends, and emphasis on the physical appearance only is no longer considered satisfactory. But planning in this country is performed within a market economy and within a given historical context. Although strong efforts are advocated to curb private interests, a vigorous private enterprise must be retained to assure actual development of some of the bold schemes that may be proposed.[9]

The tools which will aid in successful implementation of plans must reflect this climate and attitude. In order to protect such diverse private interests, the process of implementation maintains a democratic connection from the ground up. Various types of distribution of authority have been developed within the context of this aspiration, the success of which has depended on the desire to participate on the one hand, and the willingness to face some loss of personal freedom by accepting certain controls on the other. The increasing acceptance of the planning

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9 To compare Canadian and American views, see Milner J.B., Community Planning, pp.156-176, University of Toronto Press 1963; and Haar C.M., Land Use Planning, pp.714-755, Little, Brown & Co., Boston, 1959.

function in both the private and public sector is evidenced by the gradual inclusion of planning in the municipal departmental structure, and the continuing evolution of provincial planning legislation.

Not only the legal hurdle must be surmounted by the planner. Far reaching fiscal decisions, on all three levels of government, will affect policies of implementation. It is commonly understood that the federal fiscal policy with regard to taxation as well as the flow of funds; the provincial regulations for, and participation in, municipal finance; and finally the solvency and policy of the municipality itself, all require attention. On the local level, the planning activity can make the greatest positive advances, in these respects, while taking full advantage of other possibilities through the two higher levels of government. A plan would therefore usefully include an outline of municipal revenues and spendings, incorporating the works envisaged by the plan.

THE FLOW OF PLANNING ACTIVITY

The variety of actions encountered in the preceding paragraphs may be arranged into a smooth flowing sequence of activities, to constitute the efficient unfolding of the Planning Process. While a certain chronological order is of course imperative, an amount of repetition or rerunning of different phases of the process,

even before completion of the design or schemes which it originally conceived, gives a continuous indication of the validity and effect of proposed solutions. This is a world of constant change, and only by conceding that the recognition of change is the one way to face reality, will any plan continue to be workable, meeting new problems with new answers.[10] The influence of new work under the plan, as well as new and unforeseeable outside forces, may affect and distort the original inventories of information so carefully compiled, and thus question the very base of the analysis and decision.

The effect may go deeper than that. In the light of the execution of portions of chosen alternatives, even the objectives may be influenced in some respects. The original objectives may, however, have been broad enough to include general social, economic and aesthetic values, which, at least over the short term, can be assumed to stay constant.

A residual amount of moderation will conserve those values which are deeper and more permanent than the technologically obsolescent features of modern life. There is a need for some form of value judgement. Society must be understood in order to retain the correct balance between physical efficiency and human satisfaction.

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10 Walker, op.cit., pp.106-129.

Sinced proposed alternatives must respect this balance, planners are faced with a heavy responsibility.[11]

The whole Process is observed within a framework of possible change and reevaluation. Therefore, although the presentation in Figure I. attempts to demonstrate the linear flow of the various phases in time, the different influences coming into play, and the steps in solving a problem, it represents but a portion of a greater whole. A certain feedback action is shown even in this limited extract, instigated to correct while still possible, and to learn by experiment and catalogue for future reference. The active participation of the people, through boards and elected officials, as well as through open meetings and later hearings, is seen as dominating during the preliminary stage and during the choice of alternate solutions. The choice of alternatives will in some measure depend on set policy. It is here that the advisory capacity of technical planning personnel should be carefully guarded to encourage and in fact establish responsible action by those answering to an electorate.[12] This matter will be more fully discussed

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11 Dakin John, "Thoughts on Theory-Method in the Planning Process", Plan Canada, 1:3, Nov. 1960, pp.134-143.

12 Some councils are reluctant to accept planning, see Milner J.B., "Town and Regional Planning in Transition", pp.59-75, Canadian Public Administration, 3:1, Mar.1960.

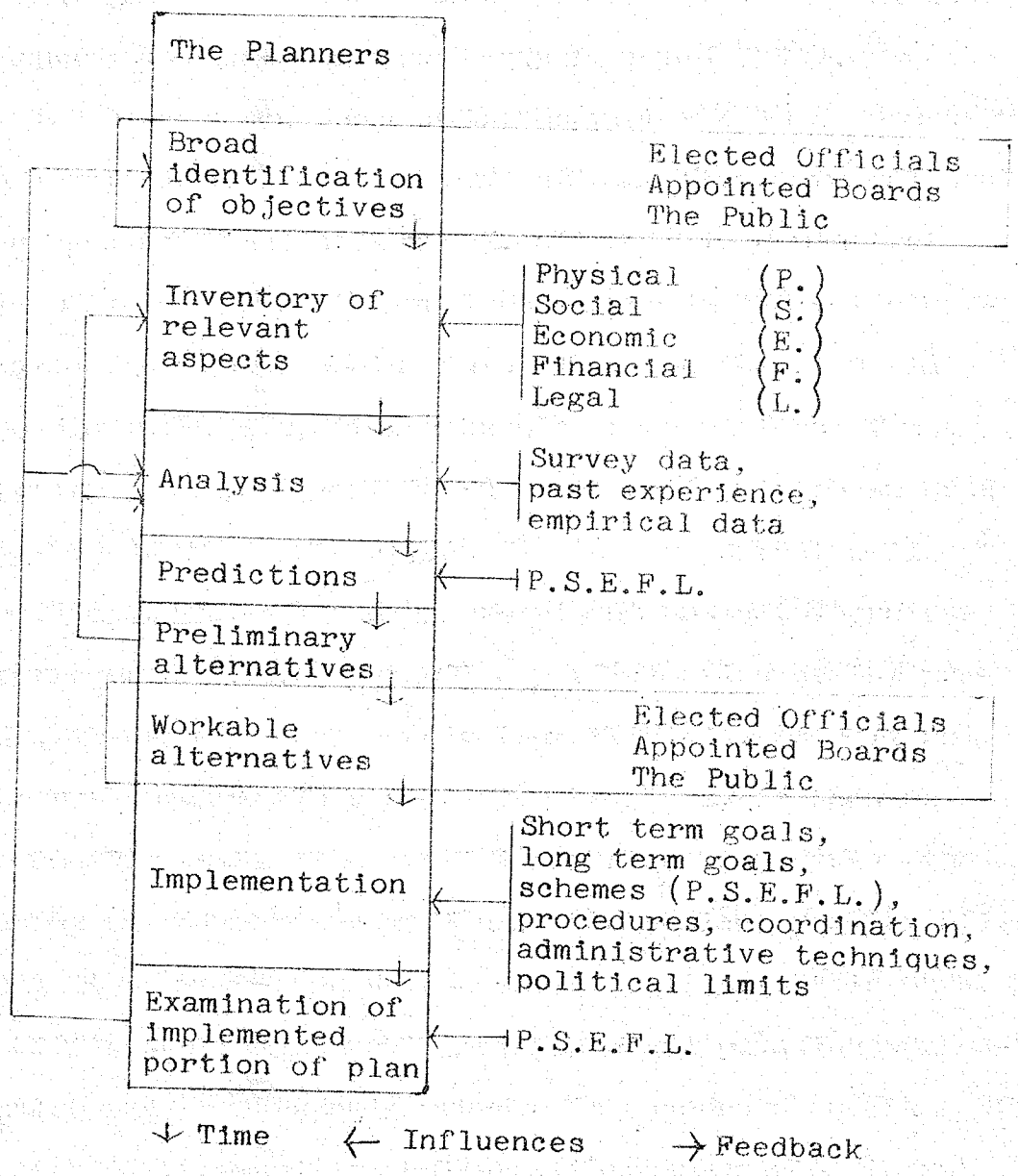

Figure I. The Planning Process, Interrelation Between Technical and Political Factors.

in Chapter III.

Seen in a somewhat more remote perspective, the planning process may be shown in the form of a circular movement as in Fig.II. In this rather abstract diagram, influences of direct action emanate in a clockwise direction, while in an anti-clockwise direction, indirect results act on the three main subjects. That this is a gross simplification is of course conceded, but nevertheless it serves to illustrate vividly the basic principle that is to be kept in mind by those concerned with any phase of planning. All scientific knowledge has gained from knowledge of this principle of interaction of cause and effect, and planning, too, gains much by its application.

In figure II, the Plan encompasses both the planners and their solutions; the Project includes all implemented recommendations, physical and otherwise, issuing from a plan; while the People are the public and their elected administrators and officials.

Briefly, the Plan causes the execution of a Project, in a broad sense, which by its very existence influences the People, who may draw new desires or wants or hopes from it, and newly influence the Plan. In the other direction, the Plan tends to educate the People by public relations. The people, so educated, react to

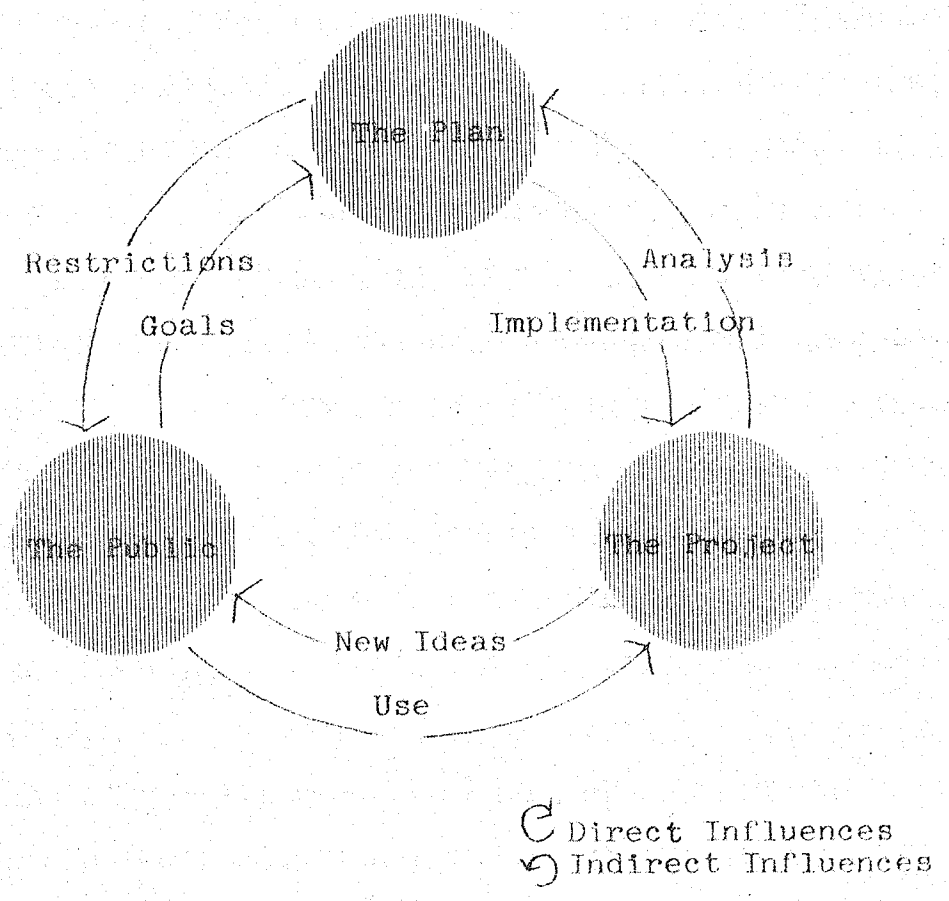

Figure II. Interaction of Cause and Effect Between Plan and Physical Form.

previous "Projects", and previous projects also feed back information to the Plan, valuable in further work.

The fluid and continuous character of the Planning Process cannot be overstated. It is now an accepted idea in Canada, but unfortunately harboured mostly by the planners and theorists. The influence of consultant planners sometimes also creates this impression of a final plan by the method of "package plans" often followed. It is noteworthy, however, that many consultants have realized the better results, as well as continued contracts, to be realized by emphasizing the unfinished aspect of a plan and working on a continued retainer basis. Only in this manner will Planning become a Process.

CHAPTER II

TECHNICAL ASPECTS OF PLANNING

PLANNING TEAMS

In this country urban planning has developed through the democratic process. It is therefore imperative to accept the notion of team work and cooperation in all the various forms of planning, and in the decision making processes. It may be argued that single-handed creation and supervision of a scheme is the only way to assure that the outcome will be a harmonious creation and true to the actual plan. The classical examples of autocratic planning, which we all admire today, at least for their physical perfection, may be cited. But such works have often mere exercises in physical design.

While one man may have great ability or ideas, there is a limit to the knowledge that he can absorb. This alone must make certain tasks beyond the capability, and indeed sometimes beyond the comprehension, of one individual. The staggering number of variables involved, all of which may have dynamic aspects, could hardly be given consideration, unless some allowance is made for an amount of delegation of responsibility. The moment delegation of responsibility is introduced, however, work becomes a group effort which, although it may be directed and coordinated by one man, will in effect be the product of many smaller decisions taken at lower levels, but all having a definite influence on the final shape of things.

In a similar manner, even when there is no formal organization or delegation of responsibility, there will nevertheless be group action by various specialist trades and occupations or activities. They will, in a free market economy, tend to form interrelated fields of endeavour, governed by opportunity and profit motives, while providing the necessary and desirable services and goods for which the public is willing to pay. In examining any particular group of activities, the term team might also be applied, particularly when the efficient balance of public and private interests results in production of well produced and fairly priced goods and services.

The two types of teams briefly described above can both be found in planning. The first may be called the action team. It is made up of all the interests connected with the full realization of the schemes proposed in the plans. This includes the public; the planners; the elected officials; and finally, and perhaps most important, the private interests that are responsible for at least the physical execution of the work envisaged by a plan. Second team may be called the planning team and is made up of the professional planners, forming a group of specialists capable of bringing together the various skills needed.

The Action Team: While some thoughts which are part of this subject have already been aired, it will be of value to consider how this team works, and in particular what the limitations of each section of this team are.

First, there are the people who, in a democratic society, constitute the public, who presumably dictate by the exercise of their taste and judgement. Here, then, is the first limitation: the creations of society will be limited by the nature of that society.[1] The nature of a society will depend on its system of values, and thus would branch out immediately into all that concerns human life and satisfaction. The achievements of a particular society, as reflected in all aspects of their proposed and executed plans, cannot be better than its existing values, and can at best progress only up one rung of the ladder at a time.

Public officials are elected from within a group by a group and therefore will champion the common denominator of values of that group. They are the next section of the Team. They are also preoccupied with their desire

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1 For interesting and contrasting views, see Haar C.M., Land Use Planning, Little Brown & Co., Boston 1959, pp.302-346; Adams T., Outline of Town and City Planning, Russel Sage Foundation, New York 1935, pp.319-330; Dakin J., "The Background Ideas of Planning", Plan Canada, 2:3, Dec.1961, pp.96-107.

to be reelected. While officials are perhaps drawn to public office by a sincere desire to promote the general good, or even to implement a particular action, the constant pressure of politically acceptable behaviour and decision making, by the avoidance of radically different approaches, makes for the inherent conservatism and short-sightedness characteristically ascribed to public officials particularly at the municipal level. Planning is above all a long range activity. It is regrettable that it is so often limited by short term concerns.

There are, of course, other complications that arise. The business of administering a city has, particularly in larger centers, become a complicated task requiring many decisions based on technical advice and understanding. Without implying incompetence, it is obvious that an elected body, most often functioning on a part-time basis, cannot always be expected to render faultless decisions. Furthermore, in some cases, the advice, if not carefully given, may be rejected because of the feeling that the technician may be attempting to manipulate the representative of the people. No attempt can be made here to exhaust the list of possible problem areas, from petty regionalism to platform loyalty, not to mention areas that may involve personal

integrity.

The third section of the Action Team, usually invited to action by the second, is made up by the planners. While the Planners really constitute a team within a team, as will be shown below, their role in connection with the other groups presently under discussion should also be understood. Reference has already been made in describing the planning process to a system of values and to the common denominator of such a system which acts as a brake or limit on the planning process. To help develop a wider understanding of the environment and the necessity for better planning, the planners may be most effective in an indirect educational role. (The Community Planning Association of Canada is just such an organization.) Furthermore if planners themselves will be governed by the underlying thought that they are advisors as well as researchers and developers of new and far flung concepts, their advice will be more often heeded. There is no doubt that face to face contact with the officials, at which point the actual convincing takes place, is a procedure requiring great diplomacy and public relations skills. These are not usually the sort of qualities that a person choosing a highly technical career such as planning, abounds in.

> "We must learn how to discover the nature and significance of our bureaucratic system as a group of behaviour patterns, predictable, interrelated, having characteristic trends." [2]

It is within this framework that the planners are active, and only acceptance of these limits will assure any degree of success and eventual conversion.

The legal tools, which govern the implementation of the plan in the private sector, are provided by the legislatures. It is not necessary to consider this group here only to underline the process under which the last members, the private investors and developers, function.

Statutory legislation is, in essence, a corrective process. Thus, once again in the chain of action, there is a built-in element of retardation. But this is, in part, a price that must be paid for the democracy way of governing our country, and is to be accepted as a fixed rather than a changeable value. For this reason, legislation for planning has been slow in coming and is of course only permissive in nature. Private interests are able, in effect, to influence such legislation if not to write it directly. On the one hand, those who may feel restricted by impending legislation, (and usually motivated by more personal reasons), have every op-

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2 Dakin, op. cit., p.100.

portunity to make representations to effect action in other direction.

A considerable proportion of the work planned under any scheme is the direct responsibility of the local government body, and as such, is under the more or less direct influence of the planners. At this level, the planners in an ideally organized unit are the agents of coordination and environmental design. Once the private sector of activity is entered, this control becomes very indirect, and has, in the past, usually been carried out in the form of negative regulations, such as zoning restrictions. The reaction from the private sector has not been in line with expected results, in most cases, and particularly in large scale projects, zoning as conventionally known is ineffective. This private sector of the team must therefore be provided with a more workable atmosphere in which to act.

At the same time, the attitude commonly held with respect to urban land may need a new understanding. Investment and development interests, without limiting them to size, generally hold the view that land is a commodity, to be bought and sold at whatever the market will bear. In fact, land is a resource which, in city areas, is not unlimited, (relatively), and

which once allowed to drift into the wrong use pattern cannot be easily salvaged, except at great cost to the public.

In a similar manner, the owners are at all times interested to secure the highest gain, usually on a short term basis. Since, in effect, they are the environmental designers in this sphere of activity, the result in most cases is unsatisfactory. Therefore, while one may advocate more imaginative controls of land development, in order to encourage the positive rather than the negative approach, these would also have to include (for Canada) rather strict functional and aesthetic requirements. Granted that the static form of control is not satisfactory, private interests will have to mature a long way before any forms of development regulation along European lines might be accepted.

The last and most important member of the Action Team is thus seen as perhaps also the most difficult to control. The concept of team work implies an amount of give and take, but, in this case, decisions will likely be based on very concrete evidence of a financial character. The plan least likely to encounter resistance will be able to show economies over and above those to be realized following a status quo. At

the same time, such a plan will of course endeavour not to sacrifice other principles. It may not be easy to admit this, but the fact is that most Canadians, connected with planning, when asked, hold that economics justify planning first and foremost.[3]

Looking back over the Team made up of the people, the politicians, the planners and the private sector, there is a chain of action. If a small generalization be permitted, then one may say that the planners should always be one step ahead of the politicians, but still within reach, while the politicians should always be one step ahead of the people but not far enough to lose contact, in a process of learning and of persuasion. Democracy leaves no room for one-way orders. (Figure III).

The Multi-discipline Planning Team: The planners form a team within the team just discussed. For the purpose of this thesis the function of the technical planning team will be examined in the light of specialization and organization. It is to be expected that a discipline that advocates rational and planned

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3 See also results and comments in the discussion of the questionnaire, collected by the author, Chapter IV, under "Planning Education".

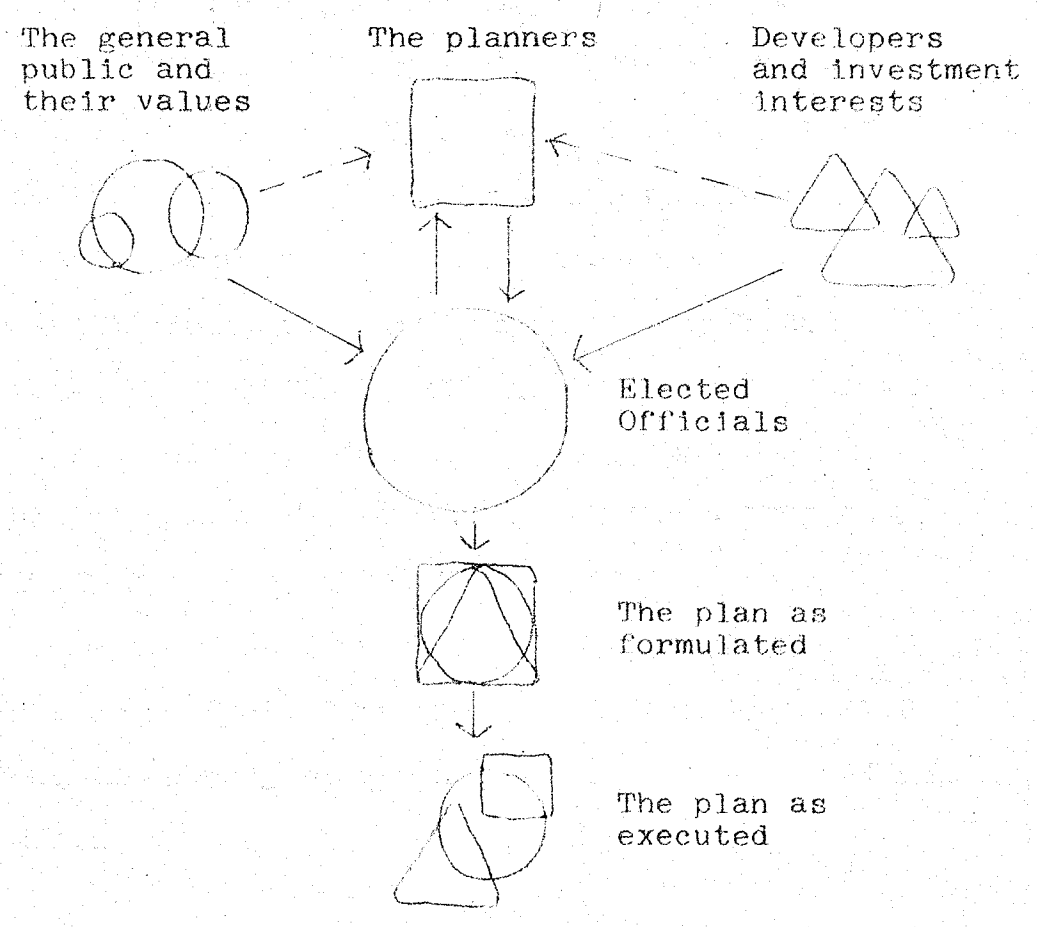

Figure III. The Action Team, Aiming for the Best Solution by the Integration of Diverse Interests.

ways of action should have, itself, evolved into a well defined pattern. That this may not as yet be the case in Canada is stated in much of our literature.[4] Nevertheless there seem to be recognizable trends, and from these it is possible to construct an image.

Ideally there are many fields of specialization which contribute to planning activity, in the technical sense. Such widely separated subjects as law and landscape architecture are included. To limit the number of particular specialists, that may form the Planning Team, is neither wise, nor a straight forward task. As a matter of fact, many writers on planning education and planning organization have expressed different views here.[5] These have some common themes, and it is through the interpretation

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4 Different approaches are used by various Canadian planners and planning professors. Trends are drawn from: LaHaye J.C., "An Approach to a Proposal on Planning Education", Plan Canada, 2:1, May 1961, pp.27-31; the Town Planning Institute of Canada Committee Statement, "The Role of Town Planning in Canada", and Parker J.A., "Education and the Role of the Planner", both in Plan Canada, 1:3, Nov.1960, pp.171-178; Richardson N.H., "Planning Education", Plan Canada, 5:2, Nov. 1964. Aspects of American and British views can be found in Perloff H.S., Education for Planning: City State and Regional, John Hopkins Press, Baltimore 1957, and Goss A., "The Architect in Planning", Journal of the Royal Institute of British Architects, May 1965.

5 The European approach seems to advocate thoroughly trained generalists; American and Canadian preference leans toward the specialist with some planning training. Generalist directors would, presumably, emerge from these.

of the underlying goals that the work of the team may be divided, without limiting the degree of specialization or generalization necessitated under different circumstances.

Thus, while the purpose of the different factions will vary, and in some cases certain members of the team may even be omitted or others added, the process would always include the steps of investigation, planning and implementation. The purposes may be divided into classes, namely those concerned mainly with physical planning, and those covering social planning. Under these headings, such items as streets, civic design, transportation, land use and services are considered physical while welfare, housing policy, recreational facilities, legal and financial matters would be social in nature. Interrelating the purposes and their subdivisions, as well as the process of planning, it becomes possible to identify certain fields of specialization. The most obvious surely are sociology, engineering, architecture, law and economics. Here, again, the order of importance matters less if no particular problem is examined, as each may be of paramount importance with respect to different circumstances. In the subsequent detailed discussion, the order is therefore one of convenience rather than importance.

One way of studying the fields is in relation to the chronological order of the planning process. In the quest for the determination of objectives, the following questions may be asked: What was the historic development? What is presently discernible? Here the geographer and sociologist-planner have the main interest. The engineer and architect-planner studies existing conditions more with a view to evaluate the physical structure of the community. The economist and lawyer will concentrate investigation on organizational and administrative matters.

The subjects studied include landuse patterns, demography, housing conditions, measures of convenience and living standards, in order to gain insight into the prevailing social values, community organization, particularly from the socio-geographic and socio-economic standpoints, and such diverse matters as public services, religious habits and ethnic problems. All these are investigated with a view to extracting a pattern of evolution and the preparation of certain predictions.

While the social survey is being conducted in depth, areas dealing with the purely physical are also recorded. Such things as existing services, future capacities of existing facilities, fiscal health and

existing local legislation are necessary, to complete the interpretation of the present status of the municipality. In each step in time one or more fields might dominate, but the others will not be totally absent.

The analysis, which will consist of the pooling and interrelating of all the gathered information into concise and meaningful statements, which will, when properly assembled, not only justify all observed phenomena, but also point to certain inevitable trends, requires close cooperation of all the disciplines. The next step, that of formulating a design or scheme, requires the data from this pool of information, plus the outline of the design goals to be sought.

Having achieved this initial plan, there may now be a separation, but always with some consultation, of the physical and social functions, and again a further separation between engineering, architecture and sociology, economics and law. Each of these fields now enters a period of activity in the particular sphere of its specialization. So far nothing has been said about coordination, but this rather important aspect is only sidelined to be taken up in more detail below.

Beginning next with the physical design, the engineer planner and architect planner will be concerned

with detailed plans. Under the general heading of engineering fall the many problems of transportation, considered as a system, technical design of the streets and other arteries, and the domain of municipal services. Shared by the architect and engineer is perhaps the best known of the planning design functions, that of spatial distribution, design of streets, subdivisions, residential and other districts including all the provisions made for these areas such as schools, parks, shopping, transport etc. There are other areas or special functions such as conservation, improvement, recreation etc . In the past, the field of landscape architecture was often responsible for these works, but this is now considered the domain of the planner with the engineering or architectural background who has received special training in these areas. It is interesting to note that some opinions, particularly in the east,(Quebec), go even further ascribing exclusively to the planner trained in the art of City Planning these and similar jobs such as population prediction and road networks, in addition to the task of coordinating the work of the other specialists, who may or may not have actual planning training.[6]

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6 LaHaye, op.cit., p.31.

This would tend to suggest that the design function can be learned by any of the persons from these different backgrounds and who receives planning training.

The architect, while of course being responsible for the design of individual structures in his traditional role, can make further important contributions in the field of civic design. It should be understood that civic design is here used in its broadest sense, in order to include such activities as public buildings, commercial centers, major residential developments and street scape. In fact, any grouping of buildings that creates appreciable spaces, directly or indirectly, would fall under the heading. It is now customary in Canada to include also most work usually attributed to the landscape architect, as this profession does not exist in this country as a distinct body.

Meanwhile, those aspects that may be of concern to the environmental portion of the sociological make-up of the community would be closely supervised and interpreted by the sociologist, to ensure that the physical patterns will result in facilitating the type of human relationship considered desirable. While the engineer may be preoccupied with efficiency and modern design, the architect with the aesthetic and imaginative

aspects, the human factor is carefully balanced by advice from the sociologist. The sociologist is perhaps best qualified to ensure that the failures, as exhibited by early urban renewal projects, are not repeated.

Neither is the sociologist the only outside member of the design group, to whom their work should be submitted for scrutiny and comment. The economist may have important opinions, particularly in the realm of feasibility. Apart from the classical direction of this field, dealing with distribution of economic activities and the study of markets, the field of finance would be investigated, particularly with regard to municipal budgets. Other areas are maturity of land for development, land values, cost benefit studies and taxation. Failure to deal successfully in these areas will surely hinder the realization of a scheme. The question of economics is, at least in the private sector, one of prime importance, as here only the profit motive is the usual incentive to action. Unless the workings of private investment and land dealing, as well as development, are understood, many powerful indirect tools for the encouragement and control of development remain unused.

But in the area of public activity, the finan-

cial side, although in a different manner, is equally important. The works planned in the scheme, for the execution by the municipality, will necessitate wise fiscal planning in order to use most efficiently both the taxing powers and the money market. Advice should of necessity come with any plan, as few municipal councils would be in a position to act wisely, without the economist's professional contribution.

A truly thorough study of the urban area, includes an evaluation of the operative legislation on all levels of government. This is done in the form of investigation and appraisal, in the earlier stages of the Planning Process. In order to reap the most benefit of a plan, for the further development by way of the scheme or plan prepared with the care outlined above, it "must have teeth". That is, it must have the legal strength to back up the recommendations. This will, of course, also be the final test, as in the legislative process the population is more directly represented. It is the council, in the case of the municipality, who pass the by-laws and enact planning schemes.

The drafting of these by-laws, particularly those relating to planning, is a highly technical matter. The correct intent of the law must be protected,

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be it in a zoning by-law, an expropriation or a redevelopment. The plan, on both the social and the physical level, needs the power of implementation. This is the field of the lawyer and political scientist, drafting the sections in an airtight manner, while remaining within the jurisdictional area of the particular legislative body. It is not implied here that the lawyer is a political scientist, but rather that he can be considered more versed in the subject, than might be possible for anyone with respect to law. Therefore the more important contribution would come from the field of law.

This area is the one which varies most widely from nation to nation; within our own country, from province to province; and in the United States, from state to state. It is, of course, related to the concept of government, and much will be said with respect to the Tools of Implementation of planning in Canada in the next Chapter.

An organizational diagram, reflecting the individual purposes and processes of the fields of specialization, is presented in Figure IV. The interlacing of activities is evident, particularly during the evaluation of collected information. Here, the

Generalist Planner, possessing skills in direction, administration and public relations

Coordination	Engineer Planners	Sociologist, Geographer Planner	Architect Planner	Economist & Finance Expert	Lawyer Pol. Scientist
Investigation	Services & transp. network, limits	Uses people soc. services	Aesthet. environm. local color	Economic base, fiscal health	Existing political status, laws
Analysis	State & needs	Explain observed trends	Seek preservation & tradition	Explain observed facts	Evaluate existing structure

Pooling of information, setting of design aims

Design	Land-use transp. services	Suggest new syst. and patterns	Civic design, recom. environm.	Suggest micro & macro changes	Recom. changes draft by-laws
Implementation	Staging as to needs & capacity	Implement observe	Good des. public & private bldgs.	Advise on adoption of changes	Assist in draft by-laws
Control	Standards schedules	Programs, studies	Examine developm. proposals	Study results	Legal advice on control

Horizontal: The Process
Vertical: The Purpose

Figure IV. The Organizational Network of the Planning Team; Arranged According to Purpose and Process.

decision is made to assign proper proportion to the various trends uncovered by the various specialist investigations. Apart from the general coordination of a team, to ensure that all efforts are directed to a common end, careful judgement will be required by the coordinator, during the evaluation phase. Once priorities are assigned and the design is initiated, the die is cast, at least with respect to the skeletal framework of the final plan. Surveys do not produce definite answers unless they are properly interpreted and correlated. The Team here would work best in general meetings chaired by the coordinator. Once past this hurdle, the normal course of individual purpose is once again followed and coordination simply ensures that common aims are observed.

Having demonstrated the importance of at least five major disciplines in the planning process, a note of caution should be added. The specialists whose work has been described form an elastic team. Projects requiring the investigation of many more detailed variables, (such as the preparation of a regional development plan for Montreal, for example), would force this team to stretch to include not only more persons in each field but also more fields. Thus a traffic specialist,

a psychologist, a political scientist, a geologist and a medical doctor may be found in this team. Similarly, there will be areas where the volume and importance of the work may not justify more investment than the effort of an engineer and a geographer, and a certain amount of compromise will have to be accepted. This situation points out the advantage of employing a planning consultant for such smaller work. The consultant presumably may be able to keep a complete Team occupied at all times, spreading their activities over many urban areas. The underlying concept here is that of teamwork, realizing the limitation of each field, in order to make planning something more than an exercise in civic design.

THE UNFINISHED PLAN

Throughout this thesis, up to this point, reference was frequently made to a "plan" or "scheme" or "design for a development" or some such phrase denoting a directive for implementing a physical design, as well as other reforms and modifications in the social sphere. While great pains were taken to show the many-sided character of such a plan, no mention was made of its fluid or impermanent nature. This was done for two

reasons. First, while treating the other parts of the subject the simplification served to illustrate the matter more clearly; and second, this aspect is best studied, after a clear notion of the agencies that go into the making of such a plan.

The broad objectives, once set correctly, should not require review except under special conditions, involving major unexpected factors. Similarly certain principles for the carrying out of the plan may be affected, but, generally, would remain the guides under which all action would be reviewed. Within this firm framework, there may be considered to be a somewhat flexible infilling which, while meeting the general conditions, will also be responsive to short term conditions. Thus, detailed provisions controlling development may need constant review in the light of new data, the examination of past performance of similar work, and possibly the changing political climate.[7] In the preparation of a plan, the degree of detail to which the planning is carried may in some cases under-

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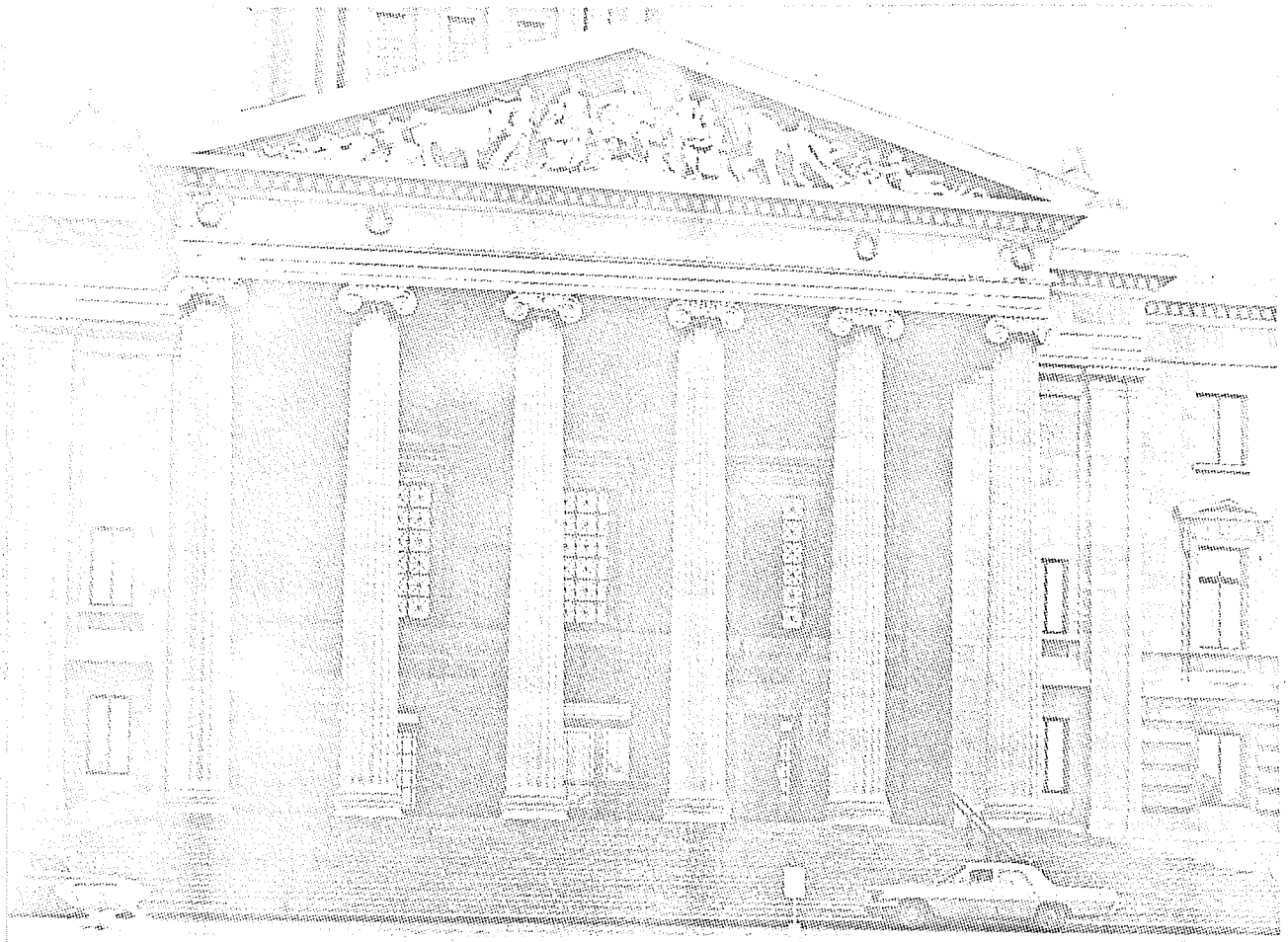
7 For a discussion of the process of change and information feedback see Dakin J., "Thoughts on Theory-Method in the Planning Process", Plan Canada, 1:3, pp.133-143.

mine the very spirit of the plan. In the unavoidable criticism of the detailed solutions, the larger issues may be completely lost sight of. It is therefore advantageous to formulate a skeletal framework, within which the component members may be modified, without losing the intent of the plan. The basic question of "where we are going" would, ideally, always rest uppermost in the minds of those carrying out any particular task under the plan.

This matter is recognized in the enabling legislation of most provinces, in that in many cases the actual time period for the reexamination of a plan is stated. This time is usually between three and five years. Meanwhile an awareness of the living character of the plan should not preclude revision of details at other times.

The aim of the Planning Team to produce a finite plan is then seen to be rather more theoretical than real. The plan, and particularly the main principles, serve as a backdrop for the daily administrative decisions, and for the formation of short term policy. The participation of the public and organized public bodies, in the original work of the plan, may , however, require some sort of publication, to act as a physical

symbol of the reality of the undertaking. The most recent version can be published, as long as the living and fluid character of the plan is emphasized, to avoid embarassment to the planners and the officials at a later date, when new conditions may have forced certain revisions. Needless to say, such plans will not consist solely of graphic representations of future patterns, but also the supporting material contributed by the different disciplines of the Team. In this manner, the true complexity can be indicated and explained.



CHAPTER III

THE IMPLEMENTATION OF PLANNING

ASPECTS OF ADMINISTRATIVE THEORY

From the discussion in the previous chapters it will be apparent that planning includes coordination of various activities. This is true both of the technical aspect, and in the area of municipal government and the total sphere of activity, public and private. This coordination is necessary for two reasons. First, it eliminates waste effort on the part of different organizations and bodies engaged in worthwhile activities, but working either unaware of others seeking similar ends, or perhaps consciously attempting to outmanoeuver another organization for want of other means to secure results. Second, by increasing the interdepartmental cross-consultation of any administrative body, it will greatly reduce the necessity of a strictly hierarchial structure, where many insignificant details must be decided from the "top", by tedious procedure, for lack of other sources of evaluation.[1]

Apart from the organized manner of coordinating activities, following a type of organizational diagram, there can be indirect coordination in the form of common

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1 For the various types of coordination see Urwick L., "Organization as a Technical Problem", in Papers on the Science of Administration, L.Gulick and L.Urwick ed., New York Institute of Public Administration, Columbia University, 1937, pp.49-88.

ideals or aims.[2] Thus before the planner has entered a municipality for the first time, the area must have been organized in some manner. The partial successes of at least some of the works executed in this "unplanned" community point to a measure of common ideals. The local school board, park commission and transit authority for example, although not under the same head, may have made attempts to fit their work into a common whole, realizing that at least a basic amount of cooperation must be shown to achieve any results at all. With such unofficial action naturally goes a lot of waste effort, not to mention the frayed nerves it may produce; while the attempts to iron out problems are made in the absence of an official framework requiring respect for certain rules and regulations.

While the benefits and advantages of coordination may be quite apparent, mention must be made of the inherent limitations. Two types of limitations exist. These are the technical limitations, and those concerned with the political attitude of the people and their doctrine of government. Experiments in complete coordination have been made in the past in certain states with totalitarian regimes. It has become apparent that the complete control and coordination of all facets of life, including production,

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2 Gulick, op.cit., p.38.

consumption, education etc. into one unified and superbly efficient system are not entirely possible. If this statement is reduced somewhat and applied to the urban scale, only the scale is actually reduced; the number of variables remains overwhelmingly high. Even on this scale, only a relative efficiency and improvement over the socalled "unplanned" municipality can ever be attained. The limiting factors appear to be lack of certainty about the future, the lack of knowledge and skill to carry out the task, and finally, the lack of administrative personnel and expertness to carry out the schemes, once provision were made for them.

On the political side there is a somewhat less rigid line of demarcation. While certain activities of the government in England are accepted by the population as good and necessary, similar measures would be considered socialist and restricting by the Canadian people, and are not yet feasible here.[3] In effect planning carries with it a reduction of personal freedom, especially with respect to the use of real property. This much must be admitted, and no discussion can commence unless this fundamental fact is understood.

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3 The construction of New Towns by government agencies for example.

As members of a society, individuals should be prepared to give up a certain amount of their freedom in order to partake of the many benefits a planned community offers.

The general feeling of unrestricted action will manifest itself also, in a different way, in the many ad-hoc bodies that would effectively have to be coordinated in a planning scheme. The resistance to loss of autonomy goes all the way up to the municipal council itself. A look at the planning legislation described below will disclose that in many provinces there is a substantial reduction in municipal autonomy possible if the exact letter of the statute were followed.

But before examining the planning acts of the different provinces, one further observation concerning the place of planning in the administrative arm of government should be made. Like other relatively new activities introduced into the local government field (sewage collection, police duties, transit), planning seemed to follow the recognized pattern of transition from private to public control. It passed through the stages of informal groups advocating the activity and doing some preliminary work; then was succeeded by the commission with little or no authority having an advi-

sory function; and finally was integrated into the municipal government framework, in fact becoming a department of the administration.[4] In this development both time, and the relative size of the unit considered, play an important role. Thus in the case of a small municipality (say 20,000 pop.) evolution would take longer and a commission might be quite effective.

Private associations, pressure groups, vigorous individuals and officials of civic groups play an important part in persuading government to undertake new services. In this context planning is no exception, and the history of development and official recognition of planning in Canada bears testimony to this theory.[5] One might go even further and suggest that government activity is in essence as dynamic as the plan discussed earlier, and an arrangement accomodating planning in the form of provincial planning laws may, while being satisfactory for the present, need revision when new attitudes or new problems are discovered.[6]

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4 Gulick calls it "the accretion of functions", op.cit., p.41.

5 Early issues of the Journal of the Town Planning Institute of Canada (1915-1923), report the enthusiastic but vain efforts of such groups.

6 Frequent revision of planning legislation is desirable and not a sign of faulty acts.

This latter sentiment might be tempered by the fact that the government, on any level, is perhaps the slowest to change, as people are bound to regard with reverence the traditional forms, even when these are not giving the best service possible. These are, then, the limitations in the light of which the presently existing structure of planning legislation in the Canadian Provinces will be described.

THE STRUCTURE OF ENABLING LEGISLATION IN CANADA

Through the British North America Act, the power to administer matters of a local nature was given to the provincial governments. The provinces, in turn, to provide for the administration of these matters, delegated certain powers to local units or municipalities. These are the basic units of self-government on the local level and derive all their power from the provincial statutes in the form of enabling legislation, insofar as the provincial governments themselves have the power to delegate in certain fields as outlined in the BNA Act.

The municipality as a corporation thus also obtained the right to planning activity, which of course in the most basic sense covers matters of local importance.

That the division line may not be apparent in all cases, as for example in housing policy, which is surely more than local in nature, cannot be taken up here. This type of problem requires extended study in itself and will no doubt become the next major development in planning, when regional and national planning reaches a more mature stage in Canada.

To date all provinces except Quebec have passed some sort of planning act, giving to the municipalities this power on a voluntary basis. The term, enabling legislation, is therefore appropriately employed. Quebec municipalities, although not operating under a planning act as such, may nevertheless avail themselves of certain powers outlined in the Municipal Code, and particularly the Cities and Towns Act, which give broad directives and authority. They will be discussed in more detail below.

There are certain common elements in these acts which reflect both the original impetus and the arrangements most workable under Canadian political conditions. An interesting foundation to this discussion can be provided by noting some of the principle points of the Draft Town Planning Act, as prepared by the staff of the

Federal Commission of Conservation,[7] as early as 1916.[8] This draft contained many of the ideas found in Canadian planning legislation since, although many details were modified, particularly those relating to compensation and benefit payments, zoning and commission autonomy. This Draft Act was intended to help the provincial legislatures draw up their own acts, and was therefore only a guide, the federal government having no power to pass such an act. In general, the Provincial Acts passed since bear a striking resemblance to this initial work. Collectively almost all of the original suggestions can be found used.

Here are some of the main topics handled. Provision was made for the establishing of a provincial body called the Central Board under the Department of Municipal Affairs, which department itself did not then exist in some of the Provinces. The board was to be staffed by men skilled in town planning, and had the power to advise on, approve, alter and confirm plans submitted by the Local Boards.

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7 Burland J.H. "A Town Planning Act for Canada" Proceedings of the 6th National Conference on City Planning, Toronto, May 1914, pp.133-146.

8 The Commission no longer exists. An early advisor was Thomas Adams who describes its public relation functions in "The Beginnings of Town Planning in Canada", Proceedings of the 8th National Conference on City Planning, Cleveland, June 1916, pp.222-241.

These Local Boards were autonomous municipal bodies, and were to have a commissioner skilled in town planning and advised preferably by the local doctors, engineers, architects and businessmen. The board had the power to require special taxes to pay for their plans and their transactions involved in expropriation, subdivision approval and arbitration. Members were to be paid, and a term of two years was stipulated. The council, although involved by granting the money had little to say with regard to planning. This feature was perhaps the worst, for, even today, such an abridgement of council powers would be difficult to defend. The control of the "purse strings" by the council would certainly be a source of conflict.

From this Draft the following pattern emerged. A provincial body supervises planning activity at the local level. The local council is advised and aided by a local commission who may also produce the plan. Thus representation and local initiative is assured. The commission, in preparing the plan, has recourse to expert help in the form of contracted or retained consultants, or, for a large enough city, a permanent planning staff. Throughout the process of preparation or alteration of plans, the public is informed of inten-

as Alberta, Nova Scotia and New Brunswick.

The organization of the central planning bodies is quite varied. While at least two Provinces have professional planning services, (Manitoba, Saskatchewan), offering a planning service to the municipalities, most others have provincial boards made up mainly of part-time members (often ministers), appointed by the lieutenant-governor in council. In British Columbia no special body is designated and the Department of Municipal Affairs deals with planning through the minister. Quebec is a special case: there is no control from above.

Locally an advisory body is usually appointed by the local council. These bodies are referred to as the Town Planning Commission, the Advisory Planning Commission, the Town Planning Board, the Municipal Planning Commission etc. In the various provinces, most of these are corporate bodies, with their budgets supplied by the local council. In British Columbia, the local council may freely assign the functions to the local commission and this could include using the body as an advisory board only.

Again, in Quebec, no provision is made for a local planning body. Newfoundland, while now having a planning act (Urban and Rural Planning Act 1965), leaves all functions to the local council also. Mani-

toba provides for a commission or other authority designated by the council which is to act as a go-between to advise and assist the Provincial Planning Service in preparing the scheme. In all cases the commissions are dependent on the local councils and act on its request. The terms of office are usually three years (P.E.I. calls for six years while in N.B. the time is at the pleasure of the council) for each member and include arrangements for overlapping terms to assure a measure of continuity. The members include local councilors but they must not exceed half of the membership. In some cases the mayor is an ex officio member (P.E.I, N.S., Ont.). While in Prince Edward Island the commissions are paid, in the other provinces the service on these public bodies is essentially considered a public duty and only direct expenses are reimbursed. The validity of this concept is open to discussion.

It will be noted that British Columbia, Saskatchewan, Ontario and New Brunswick all make provision for a local appeal board, dealing primarily with zoning questions. In British Columbia and New Brunswick these local bodies have the final decision, except of course in matters involving a jurisdictional issue. Furthermore Saskatchewan provides for a Technical Planning Board whose

principal function is coordination of the municipal departments. As has been suggested this is one of the important administrative functions.

The most powerful local body is the local council. Planning legislation in all provinces provides that this body make the initial move to decide to plan. However, in at least three provinces, the minister or the provincial planning body as the case may be, can require the preparation of a plan. This clause applies in Nova Scotia, New Brunswick and Alberta.

Once the councils have committed themselves to planning activity, there are certain limitations in the acts. All action must be supported by public meetings and notices, and objections must be heard in the course of preparing and adopting plans. Furthermore, the councils are committed to respect the provision of their plans in the execution of public works programs; but while the intent of the plan must be respected in the work actually performed, the provisions of the plan do not commit a local authority to execute all or any of the projects. The private interests are kept in check by zoning, subdivision control, thoroughfare plans, and public holdings. It is evident, however, that positive implementation of planned improvements can

only be secured in the area directly administered by the municipality. The execution of other projects according to a plan can be hoped for only by persuasion, and other indirect controls.

The reader is reminded that there are a number of different types of local government organizations throughout Canada. The mayor-council and city manager systems are predominant in the east. In the west, the commission and the board of commissioner system is used in some provinces. The executive committee or cabinet system is employed in the nation's largest city (Montreal), and is rather a special case. While these differences may influence relationships between planners and elected officials, they do not affect the sum total of the powers issuing from the local city hall, with respect to this discussion.

The individual citizens are by no means slighted in any of the acts. The right to be notified of intended action, the right to object and the right to final appeal are included, in different forms, in all acts. The private individual limits his participation in the planning process only by choice and indifference, and will usually only be moved to action when his own private rights or property are directly at stake. This lack of interest is a result of the lack of public education carried out. Planning is little understood even by some planning commissions, and much work in this direction is needed.

Some acts stipulate that interest should be fostered but there is little evidence of organized campaigns except in the larger cities. That this is a very old problem can be gathered by reading some early Canadian planning publications.[9]

Below follow ten skeletal outlines, showing some of the main organizational aspects of the planning legislation in the provinces. The Planning acts do cover matters directly related to planning, and are usually overriding with respect to conflicting legislation. However indirectly, powers available to planning activity are also contained in legislation dealing with housing, building regulations, welfare and local administration in the provinces. Where special city charters exist, these often make provision for zoning and planning.

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9 For example: Cauchon Noulan, "The Legislative Aspects of Town Planning in Canada", Journal of the Town Planning Institute of Canada, 7:1, Feb. 1928 p.4, containing a plea for education of the public and for more planning staff.

NEWFOUNDLAND: The Urban and Rural Planning Act 1965.[10]

THE MINISTER

Amends, approves or denies approval on all plans.

CENTRAL PLANNING BODIES

The Provincial Planning Board: Composed of fifteen members including representatives from relevant departments. Conduct studies, hear appeals on jurisdictional matters- assist municipalities in planning matters.

Commissioner of Appeals: Appointed by the minister to hear claims of individuals affected on matters connected with a plan.

LOCAL PLANNING BODIES:

No special bodies- Council has plan done.

THE LOCAL COUNCIL

The council may decide to have a Municipal Plan prepared under the direction of a qualified planner, which should be completed in two years. It is to cover a ten year period- Adopted upon advice by the Provincial Board- then notices to public.

THE CITIZENS

May make appeals to the Commissioner appointed by the Minister.

OTHER DETAILS

Provincial Planning Board may prepare a Regional Plan which has overriding effect.
There are provisions for joint planning by more than one municipality or other areas.
Specific provisions made for the preservation of natural beauty, scenic roads etc. under the Provincial Board.

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10 S.N., No 28, 1965.
In this and subsequent footnotes "S." stands for Statutes, "R.S." for Revised Statutes and "N." (or as the case may be) for the province in question.

PRINCE EDWARD ISLAND: The Town Planning Act.[11]

THE MINISTER
Involved primarily in unicorporated areas where he takes the initiative.

CENTRAL PLANNING BODY
The Provincial Board: Approves plans.

LOCAL PLANNING BODY
The Planning Board: A body corporate, paid by a council approved budget. Are to hold public meetings, advise, do estimates and prepare the Official Plan, on request by council.

THE LOCAL COUNCIL
Appoints Planning Board and adopts plan by by-law.

THE CITIZENS
Have recourse to public hearings before and after the adoption of the plan.

OTHER DETAILS
There are also provisions for planning in unincorporated areas and for regional plans. The actual procedures for appeals are not outlined. Some of the larger towns have zoning powers under their incorporating acts.

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11 R.S.P.E.I. 1951, S.P.E.I.'53, '54,'55,'58,'59,'60, '61,'64.

NOVA SCOTIA: The Town Planning Act.[12]

THE MINISTER

Approves plans and zoning by-laws, receives copies of written objections by individuals.

CENTRAL PLANNING BODY

There is no special body designated under the Act.

LOCAL PLANNING BODY

The Town Planning Board: Study, advise, zone, approve subdivisions and prepare the Official Town Plan. May engage consultants. Also handle changes and modifications.

THE LOCAL COUNCIL

Creates the Town Planning Board- adopts the plan by by-law, hears appeals in zoning matters, must refer certain matters for study to the board.

THE CITIZENS

Notices are sent out re plan, appeals may be made in writing and must be considered by council, who forward copies to Minister along with request for approval of plan.

OTHER DETAILS

Minister is final authority in planning and zoning matters. Minister may require certain areas or municipalities to be planned.

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12 R.S.N.S. 1954 Ch.292, S.N.S.'56,'60,'64,'65.

NEW BRUNSWICK: The Town Planning Act.[13]

THE MINISTER

Not directly involved.

CENTRAL PLANNING BODY

The Provincial Planning Board: Has the following special functions: stimulate interest in planning, preserve amenity, assist municipalities with housing standards, approve subdivisions. May also require planning or act directly.

LOCAL PLANNING BODY

The Town Planning Commission: Appointed by council to prepare the Official Plan designated the Official Town Plan; also zone, advise and hold public meetings and do public relations work with respect to planning. May use consultants. Act only on request of local council.

Zoning Appeal Board: Appointd by council; has final say in zoning appeals.

THE LOCAL COUNCIL

Adopts and varies plan by by-law, has final powers. Appoints Town Planning Commission and Zoning Appeals Board.

THE CITIZENS

Can inspect the plan upon notice and file, in writing, any objections. In zoning matters, may appeal to the Zoning Appeal Board.

OTHER DETAILS

Note that the Provincial Planning Board may, under certain conditions, require planning. The provincial body, however, concerns itself with wider aims such as control of land sales in subdivisions, aesthetics of the countryside; it may do studies in housing and check performance under adopted plans.

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13 R.S.N.B. 1952 Ch.233, S.N.B.'54,'55,'56,'57.

QUEBEC: No Planning Act.[14]

THE MINISTER

Not involved directly in planning matters, except as under the Municipal Code with respect to financial practices of municipalities.

CENTRAL PLANNING BODY

Provincial Town Planning Commission:[15] Advice on planning to the Minister, draft of planning act. Town Planning Service: Technical aid to municipalities requesting it. As yet these bodies have no direct powers.

LOCAL PLANNING BODY

There is no provision for the establishing of a board or commission. All responsibility rests with the municipal council.

THE LOCAL COUNCIL

According to powers given recently in the Cities and Towns Act, may order the preparation of a Master Plan, may control subdivision, require the donation of land for parks. Can pass nuisance by-laws, and plan with respect to streets, public squares, and otherwise "embellish" the city. In general may pass by-laws for the "improvement" of the municipality.

THE CITIZENS

Public may approve the plan or seek a vote; at a public meeting six electors can request a vote.

OTHER DETAILS

The municipality may also regulate trade and industry, and make building by-laws as well as space requirements under health and welfare regulations.

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14 The Cities and Towns Act, however, does make reference to a "Master Plan", followed by a few enabling clauses. R.S.Q. 1964 Ch.193, (Cities and Towns Act).

15 Quebec Yearbook 1963, published by the Quebec Provincial Government.

ONTARIO: The Planning Act [16]

THE MINISTER

Refers plans to other departments, then approves plan.

CENTRAL PLANNING BODIES

The Municipal Board: Final say on all appeals.

LOCAL PLANNING BODIES

The Planning Board: A body corporate with some council members (less than half)- to prepare review and modify an official plan with professional assistance. Hold public meetings.

The Committee of Adjustment: A body to conduct public hearings with a view to keeping the intent of the plan. The members are paid.

THE LOCAL COUNCIL

Appoints Planning Board, Committee of Adjustment (latter appointments are reviewed by Minister). Adopts plan by by-law and submits to Minister for approval.

THE CITIZENS

Hearings by the Committee of Adjustment: these can be appealed and Municipal Board has final decision.

OTHER DETAILS

Areas not organized as municipalities can also be accomodated.- Joint planning requires the Minister's approval and he defines the area.

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16 R.S.O. 1960 Ch.296, S.O.'61,'62.

MANITOBA: The Planning Act.[17]

THE MINISTER

Authorizes in writing the preparation and the approval of planning schemes.

CENTRAL PLANNING BODIES

Provincial Planning Service: A professional planning office with a director and staff,- provides plans to municipalities under contract.

The Municipal Board: Has final decision on all objections.

LOCAL PLANNING BODIES

Advisory Planning Commission: May be appointed after municipality enters planning contract. Less than half to be council members. Advise in the preparation of the Planning Scheme.

THE LOCAL COUNCIL

May enter into contract with Provincial Service by by-law, a five year paid contract- may appoint advisory planning commission or other authority as a contact- may also provide a special body to carry out scheme.

THE CITIZENS

May use meetings and appeals- may apply to Minister for permission to prepare scheme- objections to Municipal Board- under certain conditions are subject to compensation or benefit clause.

OTHER DETAILS

Planning Service may act as consultant to government departments. No particular provisions for regional planning are made.

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17 S.M. 1964 Ch.39, S.M.'65.

SASKATCHEWAN: The Community Planning Act of 1957.[18]

THE MINISTER

Approves and evaluates schemes- may extend effective area of a scheme beyond a municipality.

CENTRAL PLANNING BODIES

The Director of Community Planning with Staff do general research and reports, may plan for municipalities on contract, also for any other person.

The Provincial Planning Appeals Board: Planning Director is its secretary, it is a quasi-judicial body, hears appeals.

LOCAL PLANNING BODIES

The Community Planning Commission: does research maps, meetings, prepares the Community Planning Scheme, with professional help, checks subdivisions.

The Technical Planning Board: Consists of council members, solicitor, engineer, planner etc.- coordinates departments and advises council.

Board of Zoning Appeal: Arbitration of zoning matters (not final).

THE LOCAL COUNCIL

May appoint Community Planning Commission and Technical Planning Board. Adopts schemes by by-law; these come into force after approval by the Minister. Revised every five years.

THE CITIZENS

Have recourse to public meetings, written objections and appeals.

OTHER DETAILS

Detailed provisions for interim development control, particular provisions for the replotting of subdivisions. Minister upon consultation with councils has wide powers re conservation, water, natural beauty, historic sites and new towns.

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18 S.S. 1957 Ch.48.

ALBERTA: Planning Act (1963).[19]

THE MINISTER

Approves the General Plan. May also order plans to be prepared or executed.

CENTRAL PLANNING BODY

Provincial Planning Board: has a Director who is a planner, may hear appeals and decide issues. Has final say except on jurisdictional matters. May do research and give grants for planning. As quasi judicial body has the right to conduct inquiries.

LOCAL PLANNING BODY

The Municipal Planning Commission: one half to be city officials, may coordinate departments, advise, make General Plan, control subdivision and use it as a timing device. Must use qualified personnel and review plan every five years.

THE LOCAL COUNCIL

Establishes Municipal Planning Commission, adopts General Plan after hearings.

THE CITIZENS

Are informed by notices, can attend hearings, may appeal to Provincial Board.

OTHER DETAILS

Regional Commissions can be appointed by the Provincial Board with or without the request of member councils, and are to have representatives from the Provincial Board. The Minister can order plan to be prepared or executed.

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19 S.A.1963 Ch.43, S.A.'64.

BRITISH COLUMBIA: Municipal Act, Section on Community Planning.[20]

THE MINISTER

The Minister upon request from a municipal council may assist in planning. The Lieutenant Governor in Council approves the Official Community Plan.

THE CENTRAL PLANNING BODY

The Department of Municipal Affairs: inasmuch as the Minister may be involved in dealing with planning matters on request.

LOCAL PLANNING BODIES

Advisory Planning Commission: To advise council on matters referred to the Commission by the council.

Zoning Board of Appeal: Has final say in zoning matters.

THE LOCAL COUNCIL

Passes by-law to have Official Community Plan prepared and revised. Plan becomes official when approved by Lt. Governor in Council. Local council may pass zoning by-laws after hearings.

THE CITIZEN

Has recourse to hearings and zoning appeals.

OTHER DETAILS

For regional planning the Lt. Governor in Council may, upon request of municipalities, declare an area under a regional plan and may include unincorporated territory.

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20 R.S.B.C. 1960 Part 21, Sec.694-723.

CHAPTER IV
A NATIONAL OPINION POLL

THE QUESTIONNAIRE

To gain an idea of the general attitude to and awareness of planning across Canada, the writer undertook to conduct an opinion poll of persons directly involved in planning, connected in planning through government or private enterprise, or aware of planning because of academic background or activity. This opinion poll was conducted by mail. One hundred and thirty questionnaires were sent out, more or less covering the entire nation, and distributed approximately in relation to the population of the various provinces. The technique used was that of a disproportionate stratified sample, assuring a degree of homogeneity. Under these circumstances the minimum representative group would be between five and ten members.[1] Five distinct groups of informants included elected officials, appointed civil servants, private developers, private planning consultants and selected professionals. This latter group consisted mainly of university professors whose disciplines were related to the multi-discipline field of planning.

The mail questionnaire was decided upon because of limited time and funds available. For a general

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1 Parten Mildred, Surveys Polls and Samples, Harper and Brothers, New York 1950, p.290.

measure of opinion in the Urban Planning field, it was considered adequate. Although the mail questionnaire is considered by some to have the disadvantage of a built-in bias, in that only certain people with certain common characteristics bother to answer, this limitation becomes less serious as the homogenity of the sample increases, and as the rate of return increases.[2] From the returns it would seem that the course of action taken was justified and leaves little distortion from this source.

The questionnaire best suited to answering by mail, without requiring too much time on the part of the respondent, is the mutiple choice type. It is particularly suited for material with which the informant is familiar and which requires little in the way of definition of terms.[3] It was imperative, because of the small number of questionnaires sent out, that a high rate of return be encouraged. By imposing as little as possible on the time of the busy men surveyed, and by enclosing a self-addressed as well as stamped envelope and a letter of transmittal outlining the purpose, a return of eighty-five questionnaires was achieved.

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2 Parten, op.cit., pp.157-245.

3 Payne Stanley L., The Art of Asking Questions, Princeton University Press, 1951, pp.75-99.

For this type of survey, this is a rather remarkable figure, and is in itself an indication of the interest these people have in the field.

Since the questionnaire was anonymous no follow-up system was used, although even with an anonymous questionnaire various methods of checking response could have been used.[4] In view of the satisfactory return this proved unneccessary. Some reasons for non-response can be traced to: (a) change of position, particularly in the case of elected officials whose names were of necessity drawn from dated lists, (b) change of address, in the case of members of professional institutes whose lists again may have been dated, (c) persons ill or temporarily away, (d) people to whom the questionnaire did not appeal (e) other reasons including a number of recipients to whom the subject matter did not apply.

After a number of revisions, a draft of the proposed questionnaire was discussed with fellow students and the department head. Lack of time, however, precluded pretesting of the questionnaire on a selected group of people. Certain phrasing was modified and, furthermore, an invitation to comment at length on any matter of interest on the subject was included. From

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4 Some ingenuous ideas are presented in Parten, op.cit., p.400.

this provision some lengthy replies resulted, which shed considerable light on certain issues. Permission to quote from these comments was obtained and some are reviewed below.

The preparation of questionnaires requires careful analysis, and time spent in ironing out difficulties as well as in pleasant physical design was well worthwhile. In the light of some of the returns and comments, however, certain changes in the questions might have provided even more useful data. The present questionnaire attempted only to investigate the general feeling on the subject and to relate theory to reality. It was considered to yield the information originally sought. Others conducting surveys and polls report that there are always a number of returns that may be unfavourable or refusals, and the writer found that this questionnaire was no exception. However, only four persons refused to answer but took the trouble to say why, and there were five replies partially completed because of claimed ambiguity in certain questions.[5] Two replies were entirely in paragraph form and yielded considerable additional information.

The questions were deliberateley intermixed so

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5 However, their information was used where possible.

as to trigger a response without conditioning the answer by a previous one. Four areas were explored in eighteen questions.[6] Questions 1., 2., 4., 5., 6., 9., 12., 13., and 14., cover the planning process. Questions 3., 7., 8., and 18., refer to education for planning. Questions 10., and 15., refer to planning legislation, and questions 11., 16., and 17., are of a general type. In each case the word "planning" referred to urban planning, as mentioned in the letter.

While the respondents themselves were asked to identify the group to which they belong (the questionnaire being anonymous), further breakdowns were attempted according to geographical characteristics. Thus, all the provinces were recorded separately and, similarly, five regions were established. These consisted of the Atlantic Region (Nfdl., P.E.I., N.B., N.S.), Quebec, Ontario, the Prairie Provinces (Man., Sask., Alta.) and British Columbia.[7] An examination was made to identify any regional tendencies in the replies. The discussion of the results is made under the general topics already outlined.

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6 The questionnaire and the letter of transmittal are found in Appendix A.

7 Regions 1, 2, 3, 4, and 5, respectively.

DISCUSSION OF FINDINGS

The Planning Process:[8] Planning is essentially a public function. With one exception everyone agreed on this. Whether or not private consultants should be involved was a debatable point. Over two thirds of the replies were affirmative, and some indicated that this was the only way a small community could hope to get a decent plan. Some of the negative responses indicated that the continuity is lost and hence consultants were not desirable,unless provision is made to retain services for continued opinions, or to make arrangements to train local planners along with the preparation of the first plan. This was the basic intention of the question and unqualified replies were judged along this line.

Along the lines of policy decisions (Question 4.), the majority agree (over 2/3) that this is the responsibility of the elected officials. An unusual concentration of diverging opinion was observed in Quebec replies, where it was felt that specialists should decide policy. A general lack of confidence in the ability of elected officials, or their concern for short term considerations, may be one explanation. In this case, to preserve the democratic form, a change in the term of office and in the selection of candidates might be a way to secure the desired result, rather than the suggestion of a technocratic approach.

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8 Tabulations of all results are found in Appendix B.

One informant puts it this way:

> "Obviously in our form of Government, decisions are made by elected members of Council, but they can be advised forcefully by Planners." [9]

However, when considering a community within a regional network, a considerable number of policy decisions may come from outside the municipal boundary.

The next thought on this theme was accepted by a four-fifths majority, agreeing that planning should be performed within the (municipal) government. This question was intended to counter the thought presented with respect to private consultants, and served to emphasize the idea that consultants are essentially specialists available to small communities, or to larger centers, when solving special problems. The true place of planning in the administrative function of government is thus also acknowledged. A concise opinion was voiced as follows:

> "Urban planning is essentially the view of many specialists regarding the physical aspect of the community environment, and as stated in (question) 4, above, the advice of many departments of government must be obtained, integrated at the planning level and submitted to the elected representatives. The isolation of the planning function from other departments of government is, in my opinion, a contradiction of the basic purpose of planning." [10]

In Question 6. two thirds of the replies showed

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9 Quoted from notes returned with the questionnaire by A. Greaves, AMTPIC., by permission.

10 Quoted from notes returned with the questionnaire by D. Cole, MTPIC., City Commissioner, Red Deer, Alta., by permission.

planners making planning decisions. Those selecting officials as making the most useful planning decisions were predominantly the officials themselves, an indication that the work of planners is still often misunderstood by those in authority. Short comments on some of the replies referred to planners as "impractical" at times.

That planners with experts should direct planning activity (Question 9.) was not as readily accepted by all. The opinions split about half and half between the above and "a group of planners and elected officials". It may be argued that the question was not clearly worded as to intent, and both of these answers could be considered. First, as intended, the statement meant to show that the technical work should be left to the planners, without the political meddling in detail that haunts many planning offices. On the other hand, if the second phrase was chosen, it may indicate a concern for the participation of the elected officials in the whole process, as decision makers, much as outlined in the preceeding quotations.

The final questions dealing with the Planning Process, were intended to explore the master plan, or as referred to previously, "the plan". It seemed that there was no clear concept as to the meaning of "master plan".

A definition might profitably have preceded these questions (12., 13., 14.,). Nevertheless, a large proportion of informants selected "unforeseeable external factors" as the main reason for modifying plans, indirectly accepting the theory that such plans are of necessity fluid and "living". This sums it up:

> "Planning is a dynamic process; a master plan is a broad general guide; thus minor changes should be made continuously; major areas (should be changed) infrequently; there is no one cause for such changes."[11]

It may be construed that Canadian opinion flows along with the theoretical ideas advocated, but these are at least one step ahead.

Some Legal Aspects: The implementation of plans depends heavily on the existing legal machinery. However, in a questionnaire of this type, it was not possible to do more than skim the surface. Accordingly the matter of zoning and planning legislation was dealt with only in a general form.

Zoning has limited application, being particularly effective in small communities or districts, with less concentrated land use problems. Question 10. explored the confidence in zoning as practiced at present.

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11 Quoted from a letter returned with the questionnaire by W.E. Graham, Director of Planning, Vancouver B.C., by permission.

Majority opinion (3/5) agreed that there was a limitation to the size of project (or complexity), that could be controlled effectively by conventional methods. Quebec replies show this attitude almost unanimously. Ontario replies show somewhat more confidence. Advanced by-laws permit minor variations, allowing imaginative development within the intent of the by-law. The lengthy quotation following below illustrates the precarious balance that must be maintained, should other forms of control be developed. As groups, elected officials and appointed civil servants (usually administrative planners) showed considerable confidence in conventional zoning. A degree of sophistication is possible in well written zoning by-laws. These are perhaps less conventional. The matter is, in a way circumstantial.

> "Zoning as administrative control can be good or bad; Vancouver's Zoning By-law is designed to facilitate good control over large schemes and can be considered quite effective." [12]

Zoning does have its disadvantages. Lack of imaginative development, discouraged by uniform application of rules, is most evident on this continent. What other, more advanced, forms of control might entail is well stated

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12 W.E. Graham, source cited.

in this detailed opinion:

> "The alternative, however, in its extreme, is to judge every application on its merits. The question is- who is the judge? If the elected officials are to judge the merits of a particular kind of development, they are constantly being placed in a difficult if not impossible situation in that they have to decide on matters of aesthetics, designs, etc., where it may be argued that these are matters of opinion. I would believe that generally where developments are decided on their merit a lower standard of development is obtained than would be the case where rigid zoning by-laws apply. Alternatively, the judge may be a group of experts, or a combination of experts and elected officials. They will only do their work well if they are relatively far removed from the political arena, and of course this means that vital decisions regarding development are not being made by those answerable directly to the public. Sooner or later decisions will be made with which the elected officials as a whole disagree and they will demand that the decision making return to the proper place, that is to the elected officials. This is an unresolved problem."[13]

An encouraging step may be to up-date zoning by-laws, making full use of given powers. In a society with a free land market other solutions seem as yet impractical.

In Chapter III the planning legislation in the provinces was described. A simple evaluative question (15.) was asked, with regard to overall adequacy of this legislation. Results indicated that in all provinces except Quebec, the greater proportion of respond-

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13 D.Cole, source cited.

ents felt that powers were adequate. However, in Ontario, New Brunswick and Nova Scotia there were enough answers indicating inadequate legislation to warrant mention. The provision for relatively easy variation of zoning regulations by local boards in Ontario could be one unfavourable point, unless these are well supervised. In New Brunswick, it will be remembered, local authorities need no central approval of their plans. In Nova Scotia, there is no provision for a special central planning body.

Some replies contained the comment that, while legislation was adequate, municipal officials often made only limited use of their powers, because of lack of understanding or for political reasons. The prairie provinces, particularly Saskatchewan and Alberta, may well have the best legislation. But it appears that, aside from the province of Quebec, most acts, if used to the fullest extent of their provisions, can be quite effective. One returns to the problem of values at the level of the electorate, and the principle of education and persuasion rather than imposition.

Planning Education: Answers to questions 7., 8., and 18., show generally the image of the ideal planner, and consequently, the performance required of him

in the areas surveyed. By asking the informants to choose from a number of fields of university training (those thought to be necessary to a planner), some insight is gained, both with respect to the training of planners, and the importance of this training in practice.

In question 7., thirteen fields of study were listed, and space provided for "other" to be filled in if desired. Tabulation of the results indicates, in order of most votes received, the following choices: Economics, Architecture, Engineering, Sociology, Geography, Business Administration, Law and Political Science as the main selections. These all received over 25 votes (27%). Eight replies showed "other" fields, but here no frequency seemed predominant. Surveying, Statistics, Social Psychology, Operational Research, Property Appraisal and an official internship for planner trainees were mentionned. The majority of these fields are included in the original listings, if a broader definition is allowed for. No appreciable variation can be detected on a regional or group basis.

An interesting comparison can be made by considering the membership of the American Institute of Planners. Undergraduate training, preceding postgraduate

planning work, included the following fields in order of frequency of occurence: Architecture, Landscape Architecture, Engineering, Geography, Sociology, Political Science, Economics and other fields occuring with considerably less frequency. The order is similar, except for the position of Economics.[14]

Examination of a choice of the three most important fields, listed in order of importance (question 8.), yielded more interesting information. The five fields most often listed in the first position, in descending order of frequency were: Economics, Architecture, Sociology, Engineering and Geography. Listed as second in importance in order of frequency were: Engineering, Architecture, Economics, Geography and Sociology. Last were: Economics, Architecture, Engineering, Sociology and Law. Almost as many respondents listed economics first as did last. Similarly, Architecture is high on the list for each choice. Engineering climbs to prominence in the second choice, while Geography and Sociology, surprisingly, are near the bottom. Law appears last in the third choice only. No other fields were chosen often enough to be included in the top three.

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14 Faust C.L., An Analysis of Selected Characteristics of the Membership of the American Institute of Planners, Unpublished Master's Thesis, University of North Carolina, 1959, Appendix B.

From the listings, all respondents, taken as a whole, feel that Economics, Engineering and Architecture are of prime importance, in that order. A large group also made the order: Architecture, Economics and Engineering. A minority listed Sociology, Economics and Architecture. The choice is unexpected, and might be explained by pointing to the pragmatic approach to planning common in North America, and perhaps gaining ground. To put Economics and Engineering so close together, and sociology in the background is an approach that indicates different values from those that may eventually secure the best environment.

The respondents when grouped according to their activities showed marked differences in their choices. Elected officials, as might be expected, listed Economics, Engineering and Architecture. Appointed officials, in contrast, listed Architecture, Engineering, Sociology and Economics (tied). The traditional area of conflict is demonstrated. No particular direction is evident, among the Private Developers, although Economics ranks high. The Consultant Planners listed Sociology first, no particular second, and Economics last, while the Professional Group (mostly professors in fields related to planning) list Economics, Architecture and no definite

third choice.

There seemed to be definite regional difference, with Quebec informants listing Architecture and Geography high, while from British Columbia the order was Economics, Engineering and Architecture. It may be far-fetched to suggest that the cultural backgrounds are evident here; however, the French are traditionally less numerical in their approach to this problem, and further studies may prove such suggestions. There are, of course, other factors to influence the choice in this case. This quotation from one of the letters, unfortunately anonymous, summarizes as follows:

> "The answer to this question will depend upon the size of the community. In the small to medium sized communities, a background in engineering or architecture is extremely desirable and should be supported by law and geography. As the size of the community increases, other disciplines such as business administration, political science, sociology, psychology, geography and econoics become increasingly more important, and the need for a planning director to be an expert in physical planning will decrease where other physical planners are on staff, where social problems increase and where administration becomes a major function of the staff director. In nearly all cases, planning support is required in the field of law but the lawyer need not be on the planning staff."[15]

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15 Quoted from an anonymous reply to the questionnaire by an Appointed Civil Servant, from Ottawa, Ont.

The area of professional status was explored in Question 18. Over two thirds of the replies favoured a licensing body. This could be an organization along the lines of the present provincial architectural and engineering corporations. The Town Planning Institute of Canada does fulfill this requirement in part, but a more closely knit body may be of advantage to both sides concerned.[16] A number of respondents raised the question of definition as to what constitutes a planner. It may indeed be difficult to formulate entrance requirements to such corporations. However, a few are already in existence and the answers to this question indicate the trend may continue.

General Topics: Question 11., asked about planning for developers. Replies were fairly evenly divided: when planners are employed, it is for the short term benifit if the projects are for sale (Subdivisions); for long term success when a development corporation intends to manage and run the estate (Flemingdon Park, Toronto). Planning is universally accepted as necessary (Question 16.), but the forces at work making planning advisable or necessary are not the same everywhere.

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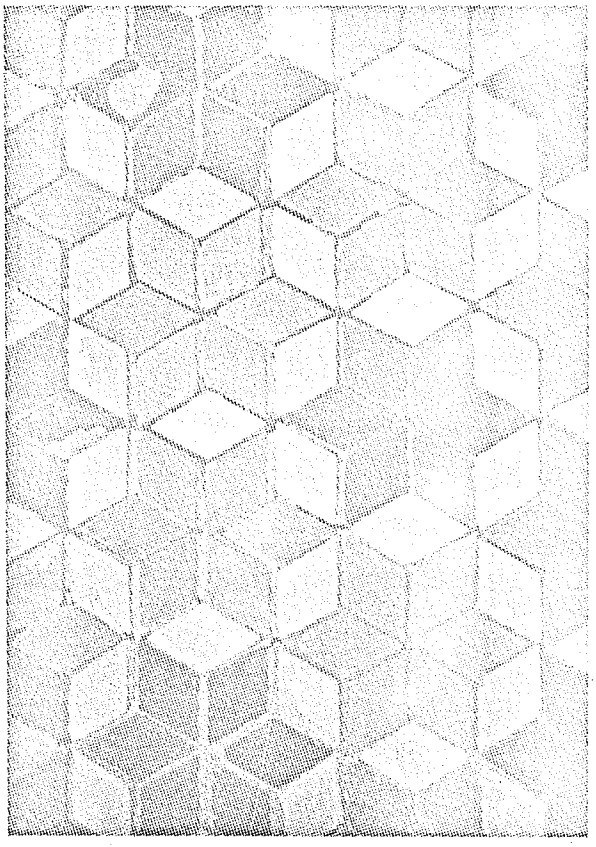
16 The struggle for identification and organization with respect to the planning profession in the United States is discussed in Faust L.C., op.cit. pp. 6-8.

In line with the choices made in Question 8., economic forces are slightly stronger than social forces. It may, for the time being, be easier to convince a council of actual dollars saved, than of the additional satisfaction in pleasant environment to be gained from planning. Good planning will attempt to secure both, and the two areas, as many respondents pointed out, are not really separable.



CHAPTER V

CONCLUSIONS

CONCLUSIONS

The notions of Planning, the Planning Process and the Implementation of Plans have been developed in this thesis with particular reference to views of Canadians in this field. As such they may be taken to represent theories current in the planning activity in Canada. It is true that much is based upon work done by others in other countries, particularly Britain and the United States. This reflects a degree of dependence. While the cultural heritage, for the most part, is derived from Britain, the influence of a strong neighbour, sharing a continent and similar geographic and climatic conditions, cannot be discounted. Our approach to the democratic way of planning is therefore often overshadowed by these diverse factors.

Our system of land tenure is a result of the freedom from limitations sought by the pioneers. It is not surprising that these early settlers sought to protect their hard earned earth by the most strenuous legal measures. For a long time, the ownership of property, and the privilege to use it at will, were considered beyond question. In the light of such liberal attitudes, planning had to overcome many very basic hurdles. Often methods were advocated, or criticism made, without due regard for the deeper reasons behind the alleged failures. In order to solve a problem, all constituent parts and

influences should be known, measured and allowed for. Planning in depth cannot proceed on a ceteris paribus basis. The lack of progress to date, and the resulting physical chaos, are as much a result of failure to undertake planning, its place and function, as of the system of values of the population.

If in a democracy the people receive what they deserve, theirs is some of the burden. An immense task of education, in humanist terms rather than in technical know-how (tools for earning a living but not for discovering oneself and the world), is most pressing. Evidently the efforts of a few planners who may be aware of this will be mere pebbles on a beach. Still education of the public is as much a duty and responsibility as is the preparation of a decent plan.

Looking one step higher, to the officials responsible for action, another task of public relations is at hand. It requires great tact and diplomacy to continue to present suggestions and advice in the face of misunderstanding, apathy and political concern. Yet the only way to securing eventual implementation of even the most obvious improvements is through this channel.

A minority of planners will always be fortunate in dealing directly with major private developers. To

these the Planning Process will not be quite as involved. But these men have perhaps an even greater responsibility. They may act as educators in three dimensions. Having the opportunity to see their work on the ground with little delay, they possess a powerful weapon with which to influence public opinion. A few of the developers have been rewarded by overwhelming acceptance of their new designs. Many others are not daring enough.

The poll of opinions showed a surprising amount of agreement on most issues treated in the first three Chapters. There is an encouraging evidence that the gap between theory and practice is closing. While the theorists tend to become more realistic, the public taste becomes more sophisticated, and the different levels of government become a little more involved in the areas once considered outside their legitimate fields of action. There are still many questions that could be asked in a similar poll. There are perhaps many interesting correlations, regionally, professionally and culturally, that could be explored. Those suggested in this thesis are but a few. A larger survey may well produce enough replies to reveal significant trends; these may in turn point to more detailed action to secure the goals now seen to be emerging. The men in different walks of life, who meet daily to plan, must understand each other if they are to cooperate successfully.

There is no evidence that the machinery set up to enable planning to be carried out is defective. It has in many provinces stood the test of time: there is ample proof that even the original approach was sound in general (e.g. The Draft Town Planning Act of 1916). The use made of these instruments is more open to question. No attempt was made to foresee their effect. Even today full use is not made of some of these provisions. Planning will likely develop along established lines, until public opinion is ready for newer and more sweeping measures.

As the interest in planning activity increases, the need for planners will become even greater. The long preparation necessary and the maturity required necessitates an early decision to enter the field. It might be profitable to make the appropriate students aware of the challenge and opportunity while they are still at the undergraduate level in their respective fields. A step to increasing the prestige of the planner in the community is professional organization. Opinions favour this natural course of development. The degree of specialization in different phases of planning will increase as the field develops, but this should not stand in the way of unified purpose.

Planning is essentially a process. While the

tasks of investigation, design and execution must be skillfully carried out, they must be subordinate to the general purpose. In planning, perhaps more than in any other function, the chain of command, the chain of knowledge and the chain of opinion are end to end, not side by side.

A P P E N D I X A

January 7th, 1966.

Personal Address
appeared here

Dear Sir,

The Urban Planning Field is presently in a state of evolution. An investigation of present trends forms part of a thesis on Urban Planning Concepts in Canada, being prepared at the University of Manitoba by the writer.

Your answers to the enclosed questionnaire (which is designed to take only minutes of your time) will make an important contribution and will be most helpful in evaluating a few leading opinions. Only 150 have been mailed out.

The questionnaire is entirely anonymous, with only a reference to your field of activity in the group classification section at the end.

In each case, simply circle ONE number or word in the right hand column, unless stated otherwise. Although some choices may not fit perfectly, please circle the one most closely approximating your opinion.

A self-addressed stamped envelope is enclosed to facilitate prompt return.

Respectfully yours,

Benno E. Novak
Department of City Planning
Graduate Studies
University of Manitoba.

Q U E S T I O N N A I R E

1. Is Planning essentially a (1)private or (2)public function? (1) (2)

2. Should Planning be performed by private consultants hired by elected representatives? yes no

3. Should Planning as a profession require 1)less 2)more 3)as much training time as/than say the medical profession? (1) (2) (3)

4. Who should make decisions regarding policies of development? (1)elected officials (2)specialists (1) (2)

5. Should Planning be performed by a department within the government(s)? yes no

6. In your opinion, based on experience, which of the following groups would make the most useful planning decisions? (1)the planners (2)the elected officials (3)people by referendum (1) (2) (3)

7. Of the folowing fields of study which, as related to Planning, would you consider the ones most likely to enable a planner to perform his task well? (Select as many as necessary)

(1)Physics	(6)Sociology	(11)Architecture
(2)Geography	(7)Law	(12)Political Science
(3)Economics	(8)Psychology	(13)Bus.Administration
(4)Medicine	(9)Engineering	(14)Other (Specify)
(5)Fine Arts	(10)Biology	.....

8. Of the fields in ~~8~~ 7. above, list any three in order of importance, to Planning. (Use numbers) ... ...

9. Who should direct Planning Activity?
   (1) A planner with a team of experts (1) (2)
   (2) A group of planners and elected officials
   (3) A Group of elected officials (3) (4)
   (4) Elected officials and appointed citizens

10. Is conventional zoning effective with regard to large-scale projects? yes no

11. Why do private developers employ planners?
    (1) To maximize immediate profits (1) (2)
    (2) For public acceptance and long-term success

12. Do you agree with the concept of a Master Plan? yes no

13. Do you feel that constant changes made in Master Plans show they are of little value? yes no

14. What is the one most important factor that brings about changes in the Master Plan? (1) (2)
    (1) Business pressures (2) Poor planning
    (3) Inadequate details on zoning plans (3) (4)
    (4) Unforeseeable external factors

15. Do you feel the legal planning powers in the provinee in which you reside are 1)adequate (1) (2)
    2)inadequate 3)too severe?
    State province ..... (3)

16. Do you believe overall Planning is necessary to guide development in our free enterprise society? yes no

17. Are economic forces(1) or social forces(2) the strongest pressures in favor of Planning? (1) (2)

18. Should the competence of planners be reviewed by a professional licensing body? yes no

    Additional remarks on any matter of interest in the field may be made on the back of either sheet.

GROUP CLASSIFICATION:

Please indicate your present field of activity by circling the appropriate number.

(1) Elected Official (2) Appointed Civil Servant

(3) Private Developer (4) Private Planning Consultant

(5) Selected Professional (Indicate Profession:.....)

A P P E N D I X B

	Pop. 100,000	No. sent	No. rec'd	% return
Newfoundland	4.8	4	2	50
Prince Edw. I.	1.0	3	1	33
Nova Scotia	7.5	7	6	88
New Brunsw.	6.1	6	6	100
Quebec	54.6	32	21	66
Ontario	64.4	35	18	51
Manitoba	9.5	10	7	70
Saskatchewan	9.3	11	8	73
Alberta	14.0	7	7	100
Br. Columbia	16.9	15	9	60
Totals		130	85	65

Table 1. Distribution and Return of Questionnaires, by Province

	No. sent	No. rec'd	% return
Elected Official	40	16	40
Appointed Civ.Servant	30	34*	112*
Private Developer	10	7	70
Consultant Planner	20	8	40
Selected Professional	30	20	66
Totals	130	85	65

Table 2. Distribution and Return of Questionnaires, by Group

* A number of questionnaires were passed on to appointed staff by elected officials.

QUESTION No.	1		2		3			4		5		6		
CHOICE*	1	2	Y	N	1	2	3	1	2	Y	N	1	2	3
PRINCE EDW. I.		1	1		1				1	1		1		
NEWFOUNDLD.	1	1	1	1			2	1	1	1	1	2		
NOVA SCOTIA	2	6	4	3	3	1	2	4	2	4	1	2	4	
NEW BRUNSW.		6	3	3	3		3	5	1	2	4	2	4	
QUEBEC	1	19	13	7	4	3	13	10	14	16	4	14	9	1
ONTARIO		14	4	7	5	1	8	11	4	11	2	8	6	
MANITOBA	1	5	2	3	3		3	6		5	1	3	3	
SASKATCHEWAN		7	3	4	2		5	6	1	7		6	1	
ALBERTA	1	7	1	7	2		6	7	1	6		5	2	
BRITISH COL.	2	5	5	1	3		3	3	2	5	1	4	3	
REGION 1	3	13	8	6	6	1	7	10	5	8	6	7	8	
REGION 2	1	19	13	7	4	3	13	10	14	16	4	14	9	
REGION 3		14	4	7	5	1	8	11	4	11	2	8	6	
REGION 4	2	18	6	12	7		14	19	2	18	1	14	6	
REGION 5	2	5	5	1	3		3	3	2	5	1	4	3	
EL. OFFICIALS	1	15	9	6	5	2	10	13	5	14	3	7	11	
APP. CIV.SERV.	2	28	10	17	12		14	23	5	25	3	20	9	
PRIV. DEVELOPS.	2	5	6	1	1		6	2	5	4	4	4	2	
CONSULTANTS	1	7	5	3	1	1	5	4	4	4	2	4	5	1
SELECTED PROF.	2	16	9	9	6	1	11	10	9	12	2	11	6	
ALL**	8	71	39	36	25	4	46	52	28	59	14	46	33	1

Table 3. Actual Count of Chosen Answers, Questions 1.-6.

* In Tables 3, 4 and 5, the number corresponds to the alternative in the questions; Y and N stand for "yes" and "no".

** Inconsistency in totals is due to respondents omitting a question, or checking more than one answer.

QUESTION No.	7													
CHOICE	1	2	3	4	5	6	7	8	9	10	11	12	13	14
PRINCE EDW. I.	1	1						1	1		1	1		
NEWFOUNDLD.		1	2		1	2	1	1	2		2	1	2	2
NOVA SCOTIA		1	5			4		1	2		4	2	4	1
NEW BRUNSW.			4			2	3	2	5		5	1	3	
QUEBEC		12	18		1	16	10	1	12		14	7	8	2
ONTARIO		13	14		1	12	7	1	8		10	7	3	2
MANITOBA	1	1	6	1	1	4	2	1	6	1	6	2	2	1
SASKATCHEWAN		3	5			4	2		6		7	1	1	1
ALBERTA		5	7	1	1	2	5	1	4		5	3	4	1
BRITISH COL.		2	5			1	1	1	4		5	1	3	
REGION 1	1	2	12		1	8	4	5	10		12	5	9	1
REGION 2		12	18		1	16	10	1	12		14	7	8	2
REGION 3		13	14		1	12	7	1	8		10	7	3	2
REGION 4	1	9	17	2	2	10	9	2	16	1	18	6	7	3
REGION 5		2	5			1	1	1	4		5	1	3	
EL. OFFICIALS	1	8	14	1	1	7	4	4	9	1	12	3	7	2
APP. CIV.SERV.	1	13	25	1	2	16	14	5	23		25	10	9	4
PRIV. DEVELOPS.		1	6			5	1		6		6	1	6	1
CONSULTANTS		4	7		1	5	2		4		5	2	4	
SELECTED PROF.		14	15		1	16	6		10		13	9	4	1
ALL	2	40	67	2	5	49	27	9	52	1	61	25	30	8

Table 4. Actual Count of Chosen Answers, Question 7.

QUESTION No.	9 *				10		11		12		13	
CHOICE	1	2	3	4	Y	N	1	2	Y	N	Y	N
PRINCE EDW. I.		1			1			1	1			1
NEWFOUNDLD.	2					2	2	1	1	1	1	1
NOVA SCOTIA	3	2	1		1	5	2	5	6		1	5
NEW BRUNSW.	1	3	1	2	1	5		5	6			6
QUEBEC	12	9			2	18	9	13	18	2	2	18
ONTARIO	8	5		1	5	7	6	9	14		1	11
MANITOBA	2	4			4	4	3	4	6			6
SASKATCHEWAN	2	4		1	3	5	3	1	7			7
ALBERTA	4	2	1		1	5	3	4	6	1	2	5
BRITISH COL.	2	4			1	4	2	6	4	1	1	5
REGION 1	6	6	2	2	3	12	4	12	14	1	2	13
REGION 2	12	9			2	18	9	13	18	2	2	18
REGION 3	8	5		1	5	7	6	9	14		1	11
REGION 4	8	10	1	1	8	14	9	9	19	1	2	18
REGION 5	2	4			1	4	2	6	4	1	1	5
EL. OFFICIALS	5	9	2	3	5	10	3	11	17		1	16
APP. CIV.SERV.	14	11	1	2	10	17	13	19	27	1	4	24
PRIV. DEVELOPS.	5	2				7	3	6	7	2	2	7
CONSULTANTS	4	3				7	2	5	7		1	7
SELECTED PROF.	9	9		1	5	12	10	10	15	1		17
ALL	37	34	3	6	20	53	31	51	73	4	8	71

Table 5. Actual Count of Chosen Answers, Questions 9.-13.

* Because of its different nature, question 8. is handled on Tables 7, 8, and 9.

QUESTION No.	14				15 *			16		17		18	
CHOICE	1	2	3	4	1	2	3	Y	N	1	2	Y	N
PRINCE EDW. I.				1	1			1		1		1	
NEWFOUNDLDL.		1		2	2			2		1	2		2
NOVA SCOTIA	3			3	3	3		6		4	2	5	1
NEW BRUNSW.	1			5	4	2		6		4	2	3	3
QUEBEC	4	4		16	5	15	1	20		14	8	16	4
ONTARIO	5	1	3	7	9	5	1	13	1	8	7	9	4
MANITOBA	1	2	2	3	3	2	1	5	1	4	3	4	2
SASKATCHEWAN	1	1	1	6	4	2	1	7		2	3	7	
ALBERTA	1	1		4	5	2		7		4	3	4	3
BRITISH COL.	1	1		5	3	2		7		4	3	2	3
REGION 1	4	1		11				15		10	6		
REGION 2	4	4		16				20		14	8		
REGION 3	5	1	3	7				13	1	8	7		
REGION 4	3	5	3	9				19	1	10	9		
REGION 5	1	1		5				7		4	3		
EL. OFFICIALS	4	3	1	11				16	1	11	7	12	4
APP. CIV.SERV.	5	3		21				29		14	13	17	10
PRIV. DEVELOPS.	1	2	1	3				7		6	2	6	1
CONSULTANTS	1	1		4				7		5	3	4	3
SELECTED PROF.	6	2	4	12				15	1	12	7	14	4
ALL**	17	11	6	51				74	2	48	32	53	22

Table 6. Actual Count of Chosen Answers, Questions 14.-18.

* Comparison by province only.

** Inconsistency in totals is due to respondents omitting a question, or checking more than one answer.

Informants	All Provinces, All Groups, All Regions		
Choice	1.	2.	3.
Geography	8	8	3
Economics	19	12	16
Fine Arts		1	
Sociology	6	7	7
Law	1		6
Psychology		1	
Engineering	9	19	9
Architecture	17	14	14
Political Sc.	2	3	5
Business Adm.	1		5

Table 7. Actual Count of First, Second and Third Choices for Fields of Study; Question 8; All Informants.

Informants	Region 1			Region 2			Region 3			Region 4			Region 5		
Choice	1.	2.	3.	1.	2.	3.	1.	2.	3.	1.	2.	3.	1.	2.	3.
Geography	2				4	3	4	2		3	2	1			
Economics	3	4	2	3	2	5		2	4	8	3	4	3		1
Fine Arts					1										
Sociology	2	2		4	3	3	3		1	1		3			
Law						1	1		3			1		1	
Psychology		1		1											
Engineering	3	4	1	1		2	2	3	2	2	7	4	1	4	
Architecture	2	2	4	5	4			3	2	6	4	5	2	1	2
Political Sc.			1		1	1	1	1			1	1			1
Business Adm.			2	1							1	1			1

Table 8. Question 8; Actual Count of First, Second and Third Choices for Fields of Study; Comparison by Regions.

Informants	Elected Off.			App'd Civ.Ser.			Priv. Dev.			Consult-ants			Selected Prof.		
Choice	1.	2.	3.	1.	2.	3.	1.	2.	3.	1.	2.	3.	1.	2.	3.
Geography	2	1		3	2	1					1		4	3	3
Economics	6	3	5	7	2	4	2	3				4	5	3	3
Fine Arts											1				
Sociology	3	2	1		4	4	2	1		2			3	2	3
Law	1				1	3						1			2
Psychology		1											1		
Engineering	2	5		4	8	5	2	2		1	1			2	3
Architecture	1	3	6	10	5	3	1	1	2	1	1		3	4	2
Political Sc.	1		1	1	2	3			1	1				2	
Business Adm.			2		1	1			3						1

Table 9. Question 8; Actual Count of First, Second and Third Choices for Fields of Study; Comparison by Group Classification.

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In this and subsequent notations "S." stands for Statutes, "R.S." for Revised Statutes and "N." (or as the case may be) for the province in question.

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